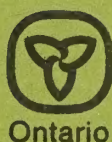


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Government
Publications

analysis of planning issues,
problems and needs
in the district of Parry Sound



Ministry of Treasury
Economics and
Intergovernmental
Affairs

*This volume was donated to
the University of Toronto by
Derek J.W. Little
President, Municipal Planning
Consultants Co. Ltd.*

MUNICIPAL PLANNING CONSULTANTS

ANALYSIS OF PLANNING
ISSUES, PROBLEMS AND NEEDS
IN THE DISTRICT OF PARRY SOUND

PREPARED FOR

THE DISTRICT OF PARRY SOUND LOCAL GOVERNMENT STUDY




Prepared by

Proctor & Redfern Limited
75 Eglinton Avenue East
Toronto, Ontario M4P 1H3

Project E.O. 74741

July 1974

MUNICIPAL PLANNING CONSULTANTS



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Project E.O. 74741

Mr. D.K. Martin
Study Officer
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Local Government Study
Frost Building North
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Toronto, Ontario
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Dear Mr. Martin

In response to your request of May 7, 1974, we are pleased to forward to you our position paper prepared for the District of Parry Sound Local Government Study in accordance with the Terms of Reference and Study Outline provided to us. We sincerely hope that it will assist the Study Group, Area Committees, Municipal Councils and all interested citizens in evolving a strong local government structure and planning program in the District by focussing discussion on major issues and needs and streamlining this process.

We are grateful for the extensive assistance provided by the Parry Sound Study Group and other provincial staff members and for the ideas and support provided by the Area Committees, other local groups and individuals, through local meetings, submissions and informal discussions. Presently, we await response from the above groups and look forward to discussion of the report with all interested parties.

May we say that we have thoroughly enjoyed our involvement in this project and repeat our appreciation of being asked to participate in this exciting local government and planning study for the Parry Sound District.

Yours very truly

The Proctor & Redfern Group

A.M. Holmes, M.C.I.P.
AMH/sb
Encl.

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INTRODUCTION

The purpose of this report is to provide a statement of the status of the District of Parry Sound as regards planning, development and the organization of local government.

The need for planning in the District has been under discussion for a number of years, becoming more urgent as the development pressures have increased. In 1972 this firm prepared an appraisal for a planning program which showed that this would be a sizeable undertaking and would need a permanent structure for continuing administration. Present local government structures are weak and it was seriously questioned whether they could support either the program or the administrative structure.

In response to the appraisal and the urgent request by the Parry Sound District Municipal Association, the Provincial Government set up the "District of Parry Sound Local Government Study" with terms of reference as given in Appendix A. As part of a continuing program under this Study this present report was commissioned with the study outline given in Appendix B.

In order to avoid mere repetition of previous work, this report has several specific purposes:

- To summarize present planning problems and identify issues
- To indicate the relationship between planning solutions and local government reorganization
- To outline criteria for interim development control
- To discuss alternatives for local government reorganization and planning administration

In light of the time constraints imposed to ensure circulation during the summer, the report is illustrative rather than exhaustive. Furthermore, it does not pretend to have addressed itself to all who might be consulted in a full scale planning program. The report does not purport to provide firm solutions; rather, it provides a concise analysis of existing problems and local government organization as a basis for approaching the preparation and implementation of a sound planning program for the District. During the preparation, the consultant reviewed the wealth of data from numerous sources and was present at local meetings with the Area Committees, various Provincial Officials and other interested organizations and individuals from the District.

Hopefully, it will generate systematic and fruitful discussion between the Study Group, the District Municipal Advisory Committee, the Area Committees, ratepayers, cottage owners and all others who are concerned about planning in the District. This discussion should focus on the selection of one of the alternative forms of local government, on planning organization and on the determination of essential interim controls and long-term planning policies for the District.

1.the evolving situation

1. THE EVOLVING SITUATION

a) GROWTH PRESSURES

The District as a whole experienced virtually no permanent population growth between 1961 and 1971, see Table 1. On the other hand the number of people who reported earning income, which may be considered representative of the employment level, more than doubled. Furthermore, the number of seasonal residents has also increased substantially, the magnitude of which increase may be gauged from the fact that in 1961 some 3,700 residences were classed as seasonal by Ontario Hydro and in 1971 this number had risen to almost 7,600, again more than doubling, Table 2.

As a further measure of the growth pressures to which the District is subject, Table 3 shows the lots created by plans of subdivision and consent. These reached a peak in 1970, falling off in 1971 but increasing since. These figures are not definitive but do show quite clearly that a substantial pressure for economic growth, almost wholly oriented to recreation, exists in the District but this is not accompanied by an increase in the permanent population. In addition to those lots created through the consent and subdivision approval process, a large number of lots have been created earlier by way of reference plans and sale of Crown lands.

This pressure is well recognized. The demand for recreation space and activity is expanding very rapidly at the present time and is presenting an increasing problem of pressure on available resources. Already, the North Georgian Bay Recreational Reserve Report, and later, the current Georgian Bay Shoreline Study, have shown that land with good recreation

TABLE 1
POPULATION GROWTH

	<u>1961 POPULATION</u>	<u>1966 POPULATION</u>	<u>1971 POPULATION</u>	<u>AV. YEARLY GROWTH RATE</u>
<u>TOWNS</u>				
Kearney	365	316	308	- 1.6%
Parry Sound	6,004	5,901	5,842	- 0.3
Powassan	1,064	1,071	1,163	+ 0.9
Trout Creek	<u>510</u>	<u>520</u>	<u>586</u>	+ 1.5
Sub-Total	7,943	7,808	7,899	- 0.1%
<u>VILLAGES</u>				
Burks Falls	926	864	891	- 0.4%
Magnetawan	205	192	204	0.0
Rosseau	233	231	269	+ 1.5
South River	1,044	939	1,052	+ 0.1
Sundridge	<u>756</u>	<u>714</u>	<u>723</u>	- 0.4
Sub-Total	3,164	2,940	3,139	- 0.1%
<u>ORGANIZED TOWNSHIPS</u>				
Armour	788	777	842	+ 0.7%
Carling	369	397	497	+ 3.5
Chapman	320	326	314	- 0.2
Christie	277	294	318	+ 1.5
Foley	811	1,013	1,160	+ 4.3
Hagerman	388	374	347	- 1.1
Himsworth N.	1,845	1,979	2,248	+ 2.2
Himsworth S.	1,029	1,068	1,230	+ 2.0
Humphrey	453	436	598	+ 3.2
Joly	127	87	81	- 3.6
Machar	358	346	447	+ 2.5
McDougall	2,219	2,058	2,225	0.0
McKellar	437	361	478	+ 0.9
McMurrich	406	359	405	0.0
Nipissing	649	564	976	+ 5.0
Perry	980	910	994	+ 0.1
Ryerson	472	366	384	- 1.9
Strong	<u>733</u>	<u>846</u>	<u>972</u>	+ 3.3
Sub-Total	12,661	12,561	14,516	+ 1.5%
Unorganized	<u>5,309</u>	<u>4,442</u>	<u>4,033</u>	- 2.4
Sub-Total For All Townships	<u>17,970</u>	<u>17,003</u>	<u>18,549</u>	+ 0.3%
TOTAL	29,077	27,751	29,587	+ 0.2%
<u>NO. OF PERSONS EARNING INCOME</u>				
	7,305		16,620	12.8%

Source: D.B.S., Census of Canada, 1961 & 1971.

TABLE 2
SEASONAL RESIDENTS WITH HYDRO CONTRACTS

<u>YEAR</u>	<u>NUMBER</u>	<u>% CHANGE BASED ON 10 YEAR INTERVAL</u>
1951	1,015	
1961	3,742	368.7
1971	7,586	202.7

Source: Ontario Hydro

TABLE 3

LOTS CREATED BY SUBDIVISION AND CONSENT (1967-74)

MUNICIPALITY	NUMBER OF SUBDIVISION APPLICATIONS		NUMBER OF LOTS APPROVED BY SUBDIVISION	NUMBER OF LOTS APPROVED BY CONSENT (INCLUDING LOTS PENDING APPROVAL)	TOTAL NUMBER OF LOTS APPROVED (INCLUDING PENDING CONSENTS)
	Seasonal	Permanent			
NORTHEAST *					
NORTH HIMSWORTH	2	3	6	52	58
NIPISSING	4		9	64	73
SOUTH HIMSWORTH		4		30	30
TROUT CREEK		1		3	3
PATTERSON	9	1	141	26	167
PRINGLE	2		32	10	42
HARDY	3		61	5	66
EAST MILLS	8	1	115	25	140
McCONKEY	3		96	6	102
WILSON	6		55	32	87
TOTAL	37	10	515	253	768
EAST					
JOLY	2		18	14	32
MACHAR	7		33	73	106
SOUTH RIVER		3	78	11	89
STRONG	1	4		73	73
SUNDRIDGE		1	20	16	36
LOUNT	3	1	80	17	97
LAURIER	2			10	10
TOTAL	15	9	229	214	443
SOUTHEAST					
CHAPMAN	3		31	35	66
MAGNETAWAN				5	5
ARMOUR	1		11	80	91
BURKS FALLS				28	28
RYERSON	4	1	94	29	123
McMURRICH	5		120	30	150
KEARNEY				3	3
PERRY	5	1	73	38	111
CROFT	10		224	52	276
SPENCE				25	25
MONTEITH	1		39	6	45
PROUDFOOT	4		21	28	49
BETHUNE	6		206	19	225
TOTAL	39	2	819	378	1,197
SOUTHWEST					
CHRISTIE	4	1	93	39	132
HUMPHREY	10	3		98	98
ROSSEAU				5	5
PARRY SOUND	1	4		24	24
FOLEY	10	2	67	122	189
McDOUGALL	6	7	116	121	237
COWPER	2		10	5	15
CONGER	6		41	72	113
TOTAL	39	17	327	486	813
WEST *					
McKELLAR	6		205	63	268
FERGUSON	3		8	20	28
HAGERMAN	7		49	51	100
BURTON	1		18		18
McKENZIE	4		21	28	49
FERRIE				1	1
TOTAL	21		301	163	464
NORTHWEST *					
CARLING	5	2	16	70	86
SHAWANAGA	2			2	2
HARRISON	4		36	16	52
WALLBRIDGE	4	2	69	13	82
HENVEY		1	11	8	19
MOWAT				4	4
BLAIR	7		102		102
TOTAL	22	5	245	113	347
DISTRICT TOTAL	173	43	2,436	1,607	4,032

Source: Ministry of Housing

Note: Municipalities are grouped in this Table into the Local Committee Areas established for the Local Government Study

* No lots were approved in the Town of Powassan or in Burpee or Brown townships

potential around the edge of Georgian Bay is now in very short supply and that accompanying problems of pollution, diminishing privacy and overuse are rising. The pressure is also felt on the inland lakes where signs such as complaints about tourist trailer camps in Croft Township, around Sand Lake in Proudfoot Township and the Ahmic Lake area, and fears about environmental deterioration in the Loring-Arnstein area were voiced in public meetings. These problems will be discussed more fully in a later section.

While non-recreational development in the District has been small, efforts continue to be made by some centres to attract new industries. Some growth has already occurred in Foley Township and it appears that a small wood-based plant and a larger, steel-using plant will start operations in an industrial park located in Carling Township. Other centres outside the District, notably North Bay, exert an influence within the District. Both North and South Himsworth and Nipissing Townships are experiencing greater growth due to the influence of North Bay, Table 1. Strip residential and commercial development occurring in some of the townships surrounding the towns and villages such as South River, Sundridge and the Town of Parry Sound is overspill from the latter communities as the built-up areas become filled up.

Increasing concern is now being voiced to effect a greater decentralization of industry from Southern Ontario. While this will not likely cause drastic change in areas such as the District it is a force to be heeded since it is likely to increase pressure in major centres such as North Bay and Sudbury, and possibly even in the Town of Parry Sound and Muskoka Centres. These implications must be considered a contributory factor to the growth pressure in the District.

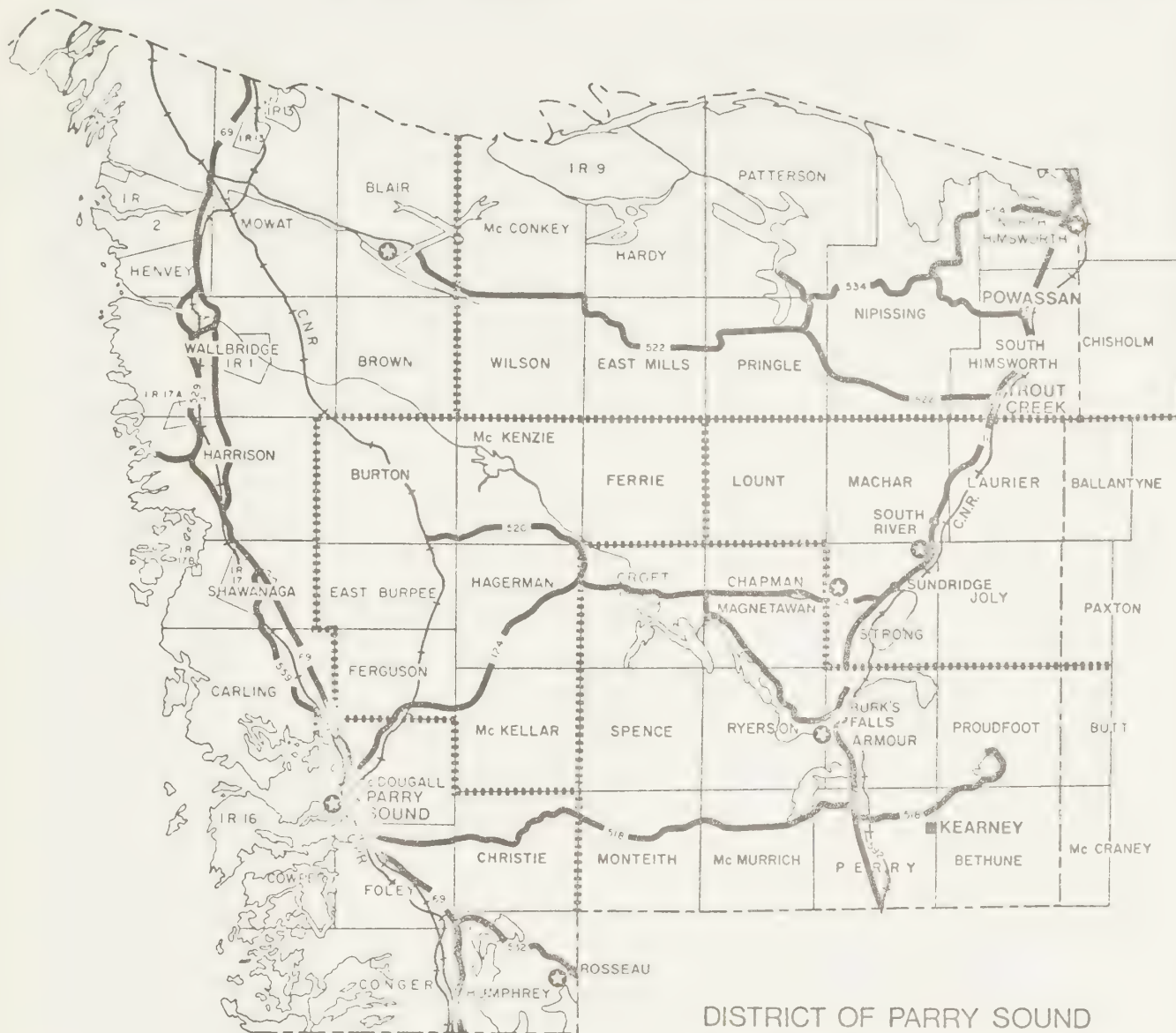
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As this pressure increases it is accompanied by a demand for services ranging from pollution control to fire protection, and many more, all of which mean increased expenditures by local and provincial government. Development means higher taxes, due to greater demand for services, pressure for higher assessment, and higher costs all round. Whether this be levied by the province or by local government it will have to be paid. Even without any changes at the local level the cost of services is increasing in the District and will increase more.

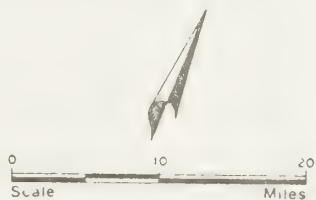
b) ROADS AND ACCESS

The development pressure is likely to increase in the foreseeable future. One immediate factor contributing to the increase is the improvement of the major access routes into the District. The Highway Planning Study for the Muskoka-Parry Sound Area indicates improvements to Highway 11 that include four lanes to be divided and bypasses for centres such as Burk's Falls. Similarly, the Highway 69 Study proposes a new and much improved bypass for the Town of Parry Sound itself. The improved access to the District which will result must attract a higher level of interest in the recreation potential and a higher demand.

Improved east-west connections within the District are also being demanded. Foremost is that for connecting the present Highway 522 west of Loring with the Lost Channel Road, primarily by means of a bridge over the S-narrows. When completed this will link the northeast and northwest parts of the District much more closely and focus tourist attention on a hitherto little disturbed section. Improvements are also demanded for the Highway 518 connection, and, more significantly, for the Highway 124 and 520 connections to afford easier access to the lakes, recreation and tourist areas in the centre of the District and between centres in the east and west.



DISTRICT OF PARRY SOUND MAJOR TRANSPORTATION ROUTES



- Towns
- Villages
- Townships
- Area Committee Boundaries
- District Boundary
- +--- Railway Lines
- Provincial Highways
- ★ Proposed locations for Highway Improvements

Demands for the development of access roads off Highway 69 west to the Georgian Bay shoreline and east to inland watercourses have been put forward but the high costs of road construction and the detrimental environmental impact are crucial factors which effectively militate against such requests. In addition to the high initial capital investment required in road construction, road maintenance requirements including grading and snowploughing have escalated sharply as scattered residential and cottage development with accompanying servicing needs. As these improvements are effected and more people gain easier access, new demands for other highway connections may be expected. The need that these be part of a proper development plan related to the whole District is almost too obvious now to need further stressing.

c) PRESENT MUNICIPAL ORGANIZATION

Local government organization in the District dates from the last century and is almost 100 years old for most municipalities. Lumbering and agriculture (subsistence) were the original attractions although the appeal for recreation was also an invitation to visitors as well as settlers from the earliest days. The first two forms of livelihood have declined substantially from their former significance while the latter has increased enormously.

Framed at a time when the horse, the early railways and the local steam-boat were the District's chief means of travel the municipal organization now finds itself more and more out of step with the complexities of the modern world. Population was not that much less in 1901 (24,000) than in 1971 (30,000) and most of the twenty-seven municipalities had sufficient population and tax base to cope with the problems of wagon roads, licencing hours and the one room school house. Now, with populations not much greater, they are faced with the implications of four lane divided highways, problems of zoning and development control, and the demands of large district school boards.

The lack of resources of the organized municipalities, coupled with the large amount of unorganized territory in the District, equal to almost two-thirds of the total area, makes for a local government structure that is increasingly unable to cope with the results of the pressures outlined above. This difficulty is exemplified by the fact that only five municipalities have any kind of planning program and that the largest urban centre, the Town of Parry Sound, has found itself unable to extend its boundaries to encompass urban growth pressures or servicing areas. Moreover, the municipalities' direct responsibilities are essentially limited to functions involving roads, taxation, building inspection and contribution to schools and social services.

In the absence of local capability the province has been obliged to step in. Land division decisions, fire and police protection, and even the installation of municipal water supply and sewage disposal are determined more often by Queen's Park than within the District. The local tax base is being substantially assisted by the province and in unorganized territory local taxing power is almost non-existent. The result of this is an increasing dependence on the central authority, a declining capability for local decision making and an even greater gap between the problems and the capacity to solve them.

d) PRESENT PLANNING ORGANIZATION

At present, the state of local planning organization in the District is rudimentary. There are four planning boards as follows:

<u>Name of Board</u>	<u>Type of Board</u>
Parry Sound & District Planning Board	Joint
Parry Sound	Subsidiary
North Himsworth	Single Independent
Humphrey	Single Independent

Source: Ministry of Housing

The Parry Sound and District Planning Board, with Parry Sound as its designated municipality, meets periodically; however, its effectiveness has apparently been limited due to conflicting goals and objectives among the three parties. There are no professional planning staff nor full time building inspectors for any of these boards. The Town of Parry Sound has the only Committee of Adjustment in the District.

The Parry Sound Subsidiary Planning Area has an Official Plan prepared by consultants in 1965 for the Town of Parry Sound only. Two subsequent amendments were undertaken for specific developments. However, according to the Ministry and in view of the fact that nine years have elapsed since its preparation it requires a major revision. A comprehensive Zoning Bylaw which would implement the Official Plan has not been approved by the Municipal Board. Moreover, in light of the fact that it was also prepared a number of years ago, it would require revision consequent upon the Official Plan revision.

Despite the joint planning area, the Townships of McDougall and Foley have a separate Official Plan, entitled the Parry Sound and District Official Plan, which was approved in December 1971. Although some bylaws have been passed for individual plans of subdivision, no comprehensive Zoning Bylaw is in force for either of these Townships. Zoning Bylaws have been produced and evaluated locally but have not been submitted for approval to the Municipal Board.

It is evident that current developmental pressures in Parry Sound, McDougall and Foley are not channelled effectively because of the lack of planning tools and co-operation among the parties involved. The recent shopping centre disagreement is witness to the lack of clear objectives in this regard. Past experience has indicated the ineffectiveness of planning attempts by the municipalities in isolation. Because the planning problems

TABLE 4
MUNICIPAL PLANNING MACHINERY, 1974

<u>MUNICIPALITY</u>	<u>OFFICIAL PLAN</u>	<u>ZONING BYLAW</u>
Parry Sound	A	N
McDougall	A	N
Foley	A	N
Humphrey	A	
North Himsworth	A	
Sundridge		N

A = Approved By Minister Of Housing

N = Not Approved

Source: Ministry of Housing

for each of these municipalities are intimately associated, it would seem desirable to constitute an effective planning organization and area to produce an Official Plan and zoning documents for the entire section functionally affected by the Town. Moreover, municipal reorganization would obviously be necessary to ensure effective implementation of these planning efforts.

The Official Plan for Humphrey Township was approved by the Minister in early 1974 and the implementing bylaw is in the process of being drafted. A number of outdated Zoning Bylaws are currently in force. The Official Plan for North Himsworth was approved in late 1973 and a Zoning Bylaw is presently being formulated. Sundridge has passed a Zoning Bylaw setting standards and defining zones and will be sent shortly to the Municipal Board for approval. McKellar Township produced a "holding" bylaw a number of years ago but it was not approved as the formal requirements of the Planning Act were not satisfied.

Apart from Parry Sound, McDougall, Foley, Humphrey and North Himsworth, no Official Plans are currently in force elsewhere in the District and there are no adequate, comprehensive Zoning Bylaws that have received Municipal Board approval. Clearly, in areas undergoing heavy recreational and residential pressure, Official Plans and Zoning Bylaws are needed to direct and control these pressures for growth.

A number of municipalities which lack these planning tools are experiencing uncontrolled growth. For example, the village of South River is undergoing significant developmental pressure at present. These future developments in and around the village may not be properly planned and designed because of the lack of these basic planning mechanisms. Other examples of permanent and seasonal subdivision activity can be cited but the basic deficiency is apparent: the municipalities have not undertaken planning

responsibilities in the past as there is a lack of inclination and the lack of finances to support planning programs. These deficiencies have not caused major problems due to moderate rates of development in the past. However, irreparable damage may result if heavy growth is not properly planned.

e) LOCAL NEEDS AND PREFERENCES

Faced with what must be viewed as a more and more unsatisfactory local situation the reaction is one of inoreasing frustration at both the local level and the provincial level. The local inhabitants want more power over their own destiny but do not have the resources to exercise it; the Province has stated that it prefers to delegate but is reluctant to do so until convinced of local capability.

Local preferences vary considerably. Based on the local interviews and the opinions voiced at the public meetings there appear to be three major sets of attitudes towards the future planning and development of the District.

1. An emphasis by many resident families on the need to develop a stronger and more diversified economic base with appropriate new industry with the aim of raising income levels and providing jobs for young adults; and to provide upgraded levels of servicing (schools, fire protection, pollution control, etc.).
2. A desire by those who prefer a quieter lifestyle (ex-urbanites, retired people, etc.), to maintain the District as it appeals to them now and to place less emphasis on development with the aim of maintaining rural lifestyles and stabilizing local taxes.

3. A desire by many seasonal residents to minimize, or at least reduce, the pace of recreation, cottage, and tourist development, and to maximize the privacy and natural state of the District, particularly to avoid overcrowding of watercourses and roads.

In many respects, the attitudes and aspirations of groups 2 and 3 will coincide in light of their desire to protect the existing environment as much as possible. However, over time, the affluent seasonal residents in group 3 may exert demands for public services and private commercial facilities which are not necessarily shared by group 2. The escalation of these demands may, at the same time, tend to defeat the desires of the two groups but cater to the aspirations of the first group. The results might well be a conflict of aims that could prove irreconcilable unless there is a soundly based planning program rooted in the District and not evolved outside.

Local means to tackle local problems may be a hackneyed way of expressing the need but the truth is nevertheless real. External means have come with provincial controls but they have brought with them methods and standards often formulated to meet conditions in Southern Ontario, when what is preferable, is a set of standards evolved locally by those in day to day contact with the problems.

f) INEVITABILITY OF CHANGE

Those who would prefer to maintain the status quo deserve a great deal of respect. Any planning program that comes to the District must surely reserve some part where the natural and quieter life that obtains now may continue. However, the needs and aspirations of the present people in the District are not the only ones for which account must be taken. There is a fourth group of those who seek recreation but as yet have not penetrated to the District. They will come from the growing urban populations to the south seeking more land to fulfill more leisure time. As their numbers increase the pressure for change will increase yet again.

This pressure can be expected to compound as planning programs in neighbouring areas develop. The City of North Bay has a new Official Plan awaiting approval by the Minister and the District of Muskoka expects to have its District Plan next year. Both of these will involve greater guidance and control for development and will thereby focus attention on areas without the benefits of planning. The demands for cottages will be reinforced through this and pressures will increase for shopping centres, resort centres, marinas, junk yards, mobile homes and the like, when they feel the controls in other jurisdictions.

The combined forces of population growth, and increasing affluence and accessibility together promote increasing human interference with the District and more sophisticated levels of demand. Unless a way is found to halt the changes it must be accepted that the roads will be improved, recreation seekers will be attracted, development will progress and provincial requirements will escalate. Unless alleviated, the problems will be compounded.

Even if the rate of change is slowed, the need to accommodate whatever situation evolves will remain critical. What really has to be decided is whether this accommodation will be well planned in the interests of as many as possible, or whether it will go by default through the inability of those responsible to agree on necessary changes, particularly at the local level.

The minatory tone of this last observation is deliberate. The amount of disagreement and uncertainty over what should be done is not small. A more widespread debate is necessary at both the local and provincial level and more firm decision making will be required than has been evident in the past.

g) THE CREDIBILITY GAP

It has become patently evident to the consultants, as a result of the meetings with local officials, residents and cottagers that events in the District are happening rapidly enough to cause disquiet - extreme in some cases. There is a widespread concern on the one hand, that what is viewed as increasing provincial government interference is threatening basic freedoms and removing local decision making; on the other hand, there are widespread complaints about apparent failures by provincial ministries to control development and prevent deterioration of the environment. There is also a failure in communications. Individual provincial agencies are seen by the public to be confused themselves about their roles, jurisdictions and powers, and even responsible officials are not found to be positive in providing answers to complaints, or even correspondence. These observations are not made for the sake of criticism alone, rather they are made to point out the obstacles which the provincial ministries must overcome in order to gain local confidence.

The result of this is a state of scepticism about the helpfulness of any planning program and suspicion about provincial involvement that is wide enough to arouse concern. One of the first requirements of a planning program is that it have a sufficient measure of public support. At present it must be questioned whether there is this support and whether the credibility gap between what is believed to be happening and what is seen to be happening will reduce the likelihood of support. Though probably not a majority belief, an expressed opinion at more than one meeting, was that the area would be planned anyway whatever people's feelings were. This is held here to be sufficient evidence that a serious public information, participation and relations program is a vital necessity. Unless this is done any planning efforts will certainly meet with strong resistance.

Decentralization of provincial administrative offices has occurred, for example in the Ministry of Natural Resources, Environment and Industry and Tourism. Moreover, further decentralization hopefully will assist in this matter of communications and the recently established District Office of the Parry Sound Local Government Study Group is a concrete example of increasing provincial responsiveness to local interests.

2. problems and issues

2. PROBLEMS AND ISSUES

a) LAND USE CONTROL

At the present time there is no comprehensive form of land use control whatsoever for the District. What control there is may be found in a few zoning bylaws for some municipalities and in the permits and permissions exercised by a number of provincial agencies. These latter controls are not co-ordinated and many cases occur by permission being granted by one agency for one aspect of building but denied by another for some other aspect.

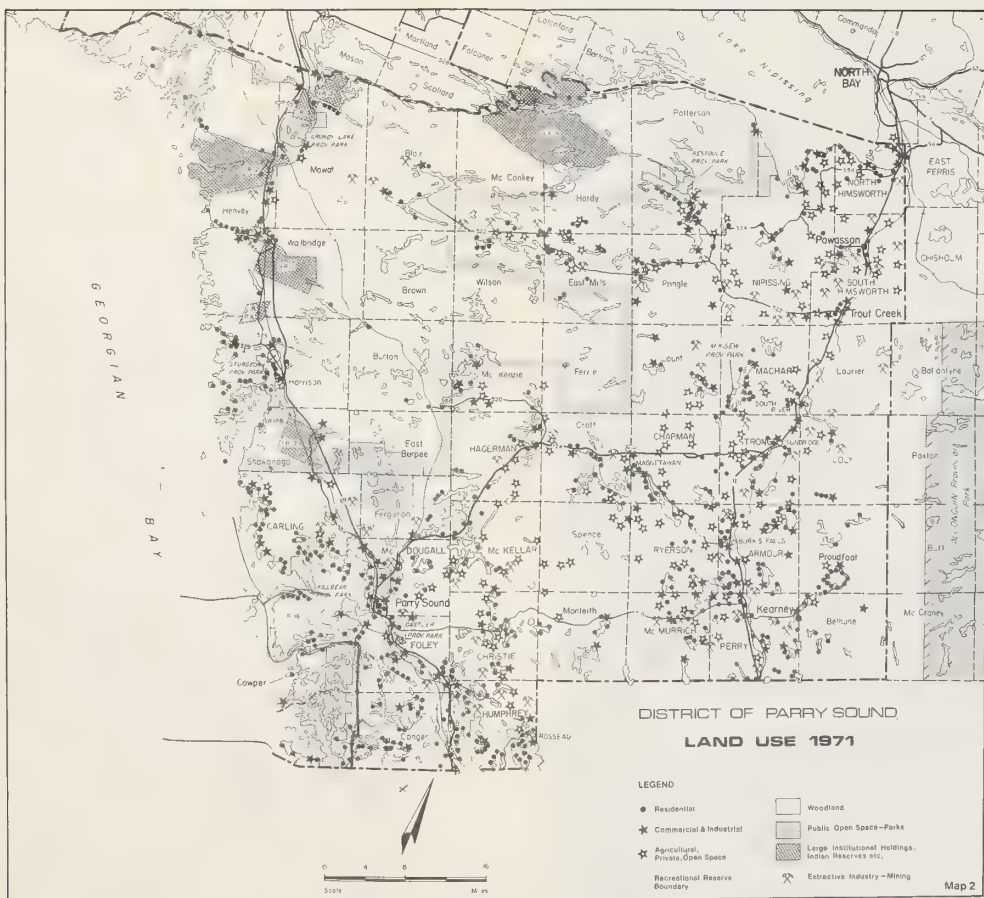
The most immediate problems of the District centre around this conflict. The results may be summed up by saying that on the one hand development can take patterns that are most harmful to the environment and the future enjoyment of the District's amenities, while on the other, development that may be beneficial is frustrated and delayed by the fact that there is no clear cut or even recognizable approval process.

Some examples are in order to show what is meant in this context. The main arteries of the District are the highways, particularly Highways 69 and 11. These afford easy commuting from neighbouring Townships for employment in the urban centres such as the Town of Parry Sound and the City of North Bay. They are also much travelled recreation access routes. From their nature they have attracted the ex-urban resident seeking a newer home out-of-town, and the entrepreneurs seeking trade from the travellers. Both groups have built wherever they could close to or along

the highways. Further growth of strip development could pose the problems of interference with through traffic, unsightliness, uneconomic land usage and markedly increased cost in providing services. This is to be seen along Highway 69 south of Parry Sound Town, along Highway 11 on the approach to North Bay and scattered at intervals on the same highway around centres such as Pointe au Baril, Britt, Byng Inlet, Powassan, Sundridge, Burk's Falls, etc. The development could have been planned in attractive groupings to avoid the problems but this is not possible without proper development controls.

In response to growing winter sport attractions and ex-urbanites retiring in the District, many summer cottages are being built for or converted to all-weather use. However, problems can arise because they then become saleable for permanent occupancy. Because recreation-oriented municipalities are unprepared to provide services and community facilities for all-year residents on such a scattered basis, winterized cottages represent a potential urban sprawl problem along watercourses and roads of staggering proportions.

With a view to protecting intensively developed resort areas where full municipal services are not available, permanent residents could be discouraged from locating in isolated areas unless they are collectively willing to forego services such as school bus service, garbage collection, piped water and sewerage systems, fire and police protection and a variety of other community and social services. A general policy that no dwelling should be permitted except within or in close proximity to an existing development could be enacted because of the problems of premature pressures to extend various services as the population in scattered pockets grows and seasonal dwellings are converted to permanent use.



The development sequence may be summarized by considering it as four steps:

1. Acquisition of a parcel of land,
2. Meeting bylaw requirements,
3. Permission or request for certain services and financing,
4. Issuance of building permit.

Step one may be accomplished by prior ownership, purchase from the Crown, or purchase via consent or plan of subdivision. Control of the process is only exercised where a division of land is involved. Up until recently the Crown, solely through the former Department of Lands and Forests, was selling off lots in many areas on a virtual entrepreneurial basis with little regard for the form and extent of development that would ensue. This practice has now ceased but several lakes have been heavily developed by Crown cottage subdivision. Lots on islands in Georgian Bay have not been disposed of by the Crown since 1963 and lots around inland lakes have not been sold for a few years.

Private sales may occur where plans of subdivision already exist without restriction and although new plans are now fairly well scrutinized through the Ministry of Housing a significant number of older ones, not so well scrutinized, are also potentially developable. Individually owned or severed parcels also exist in large numbers. Many of these were created without regard to the development problems that might follow in their wake and can further compound the existing problems of scatteration. New consents are granted by the Minister of Housing. Although these also are reviewed with some scrutiny, and referred in many cases to the Ministry of Natural Resources for checking, it is difficult for provincial agencies to give adequate guidance for approval or refusal especially in the absence of a planning program against which they can be measured. This leads to a further potential for unwise development while at the same time giving frustration to development that may be desirable. In short the process of land division has already laid the ground (intentional pun!) for further compounding the development problems of the District.

Step two only operates for those organized municipalities in the District that have zoning controls. Some five municipalities have attempted such controls, Table 4, but of these only Parry Sound Town, Sundridge, and the Township of Humphrey are in any way effective and none are properly comprehensive. This step is not really of much consequence to the process of development in the District at the present time.

Step three is probably the main determinant of what development occurs at the moment. Probably the most significant aspect of this is the new requirement, under the Environmental Protection Act, that all sewage disposal systems, including septic tanks, privies, etc. be approved by the Ministry of the Environment. While this will reduce the possibilities of pollution, it cannot control development except where pollution may be a factor. If the sewage system is properly designed it will not exert any control over land use. Furthermore, it is not retroactive and has little control over systems installed previously. Permits are issued by Ontario Hydro but these determine little except to ensure safe wiring in a building.

Permits are also issued by the Ministry of Industry and Tourism for a variety of tourist establishments, tourist trailer parks, etc. Certain minimum standards are observed but these hardly affect the land use or even aesthetic aspects of developments. In many ways this Ministry is actively promoting tourism and the establishment of facilities with advice and loans. In fact, the existence and development of many small-scale tourist establishments scattered throughout the District effectively reduces the potential market that may be captured by an individual operator who undertakes improvements to his facilities. Without having regard to the ensuing quality of what is developed it may well be working against the proper planning of the area when it approves certain establishments in disregard of the final effects of its promotions.

While there are other forms of permits also needed in certain circumstances, these examples show clearly that the present regulations for development cannot offer any real basis for land use control. Attempts to do this are made from time to time within some Ministries but the results are not only inadequate, they also give rise to scepticism and confusion in the public mind. The public believes, when it encounters a development problem, that some agency must be responsible for rectifying it. When appeals for restraint are passed from one Ministry to another, or met with the reply that the Ministry has no jurisdiction, the entirely predictable result is to worsen the growing credibility gap described above.

Step four is only involved where there are building bylaws in effect. Elsewhere, buildings may be erected without any control of design, and, where there is no zoning bylaw (or equivalent Minister's Order in unorganized territory), without control of location. Since few municipalities and none of the unorganized territory have such bylaws, the District is almost without this means of determining development patterns.

Following these steps shows that the District is virtually without any proper means of land use or development control. Such controls as can be exercised through the land division or permit issuing processes are not only too weak to have any real value, they are confusing to the public and the applicant and may compound, rather than assist in, the solution to the problems.

If the economic base of the District is to be widened, and if this is to be done in an orderly way, there would be merit in the establishment of industrial parks, properly serviced, and located in a properly planned relation to the urban centres. Two attempts to do this have been made in Carling Township for the Parry Sound Town area and in Foley Township.

The former is located some 12 miles from the Town because of problems over the acquisition of land and from its position may well contribute to, rather than contain, the pressures for urban sprawl and strip development. In the absence of overall planning and control the problems raised by this effort cannot be tackled, in fact, it is not really known if there is a problem although it appears so at first sight! Other centres do not have industrial parks but would face comparable questions of evaluation if these were initiated.

b) POLLUTION, ECOLOGY AND THE ENVIRONMENT

It is the environment of the Parry Sound District that gives it its character, appeal and uniqueness. A land of extensive rock, limited soils and hard climate its attractions for permanent settlement have been appreciably lower than other parts in Southern Ontario and its pattern of development was governed more by the exploitative determinants of lumbering rather than the settled ones of farming. While both of these have declined and in many cases are now more marginal than prosperous, there is an urgent need to stabilize both industries in keeping with the ecology and the capacity of the District to grow trees and graze cattle, etc. The early ravages of forest exploitation and unwise clearance for marginal agriculture will take many years of careful husbandry to reverse.

In contrast, the lakes and rivers of the District, and the incomparable islands of the Georgian Bay coast are a great attraction for tourism and recreation and a potential that is rapidly coming to the attention of visitors from the southern urban centres. The Georgian Bay coastal waters are considered by many to be one of the finest in North America and even in the world. If this potential is to be fulfilled without ruining many of the irreplaceable assets of the District in the process, a strict observance of the laws of nature with a proper protection for the environment is vital. Without this, recreation may well be as ravaging in this century as lumbering was in the last.

A problem until very recently has been the lack of adequate resources and forecasting techniques to provide appropriate guidelines for the District's future. Development patterns and attitudes have been conditioned by a belief in the inexhaustible bounty of nature rather than by a conscious knowledge of conservation needs. However, recent studies by several agencies and a growing awareness by all people indicate not only the emergent problems but also the avenues for their solution. The issue now is to provide an appropriate framework for the planning and administration of the District and to ensure that future decisions contribute to improving the environment.

While the issue of pollution has focussed most intensively on sewage disposal, the disposal of all waste products, and the aesthetic pollution from the unconscionable pursuit of profit and progress, all contribute to an evergrowing problem that ramifies not only throughout the District but throughout many of the current activities of society. In view of the international significance of Georgian Bay shoreline, aesthetic deterioration must be avoided as far as possible.

The sewage disposal question is one of how to clean up existing sources of pollution and how to keep down the cost of the new sewage treatment plants and septic and holding tanks that are required to maintain a clean environment. In this latter regard the Ministry of the Natural Resources has suggested that for the less densely used parts of the District the pit privy may well be a better method for the disposal of human sewage than the septic tank. However, the pollution from the kitchen sink, detergents, soaps and other chemicals cannot be controlled in so simple a fashion. More sophisticated and expensive methods are needed.

The lack of planning and zoning controls in the municipalities have resulted in the premature development of fringe areas of several towns and villages which are outside proposed water and sewage service areas. For example, the office of the Ministry of the Environment in North Bay indicated that development is occurring on the outskirts of Sundridge and Burk's Falls where these services have not been planned. Eventually, as development continues in these fringe areas, the residents will demand these services, resulting in costly, inefficient extensions of the water and sewer systems. Without the proper planning tools, including official plans and zoning bylaws, such haphazard development would continue and create future servicing problems. Servicing costs would be significantly reduced if these planning tools incorporated policies which encouraged compact development and infilling of existing centres.

The Town of Parry Sound has municipal sewage and water treatment facilities. The present sewage treatment plant is functioning beyond its design capacity. The Ministry of the Environment is proceeding to expand the plant and add secondary treatment. The water treatment plant appears to be adequate.

In Callander and Sundridge, provincial water and sewage facilities are being constructed to ameliorate water and sewage problems. In Powassan, the provincially financed and operated lagoon system will be expanded to alleviate the overloaded condition and provide sufficient capacity to permit the projected growth. The municipal water supply is sufficient to meet short-term growth needs.

In South River, the municipal water works system has been upgraded to ensure an adequate supply of water for the projected demands and the Provincial sewage project was discontinued because of the adequacy of the septic systems. The recently upgraded lagoon system in Burk's Falls may be further extended to satisfy projected needs and the municipal water works system can similarly be reasonably extended.

Potential water pollution problems exist in a number of communities primarily because the density of development and the lack of soil cover render septic tank systems inadequate. These potential and existing problems are found in Ahmic Harbour, Bayfield Wharf, Britt, Byng Inlet, Magnetawan, McKellar Twp., Nobel, Pointe Au Baril and Rosseau. In general, the above centres have experienced chronic or irregular water pollution problems.

Approval of individual septic tank systems and other private disposal systems in the District falls under the jurisdiction of the District Office of the Private Waste and Water Management Branch of the Ministry of the Environment in North Bay and individual water supplies fall under the jurisdiction of the Muskoka-Parry Sound District Health Unit (Bracebridge) and the North Bay and District Health Unit (North Bay). See Map 4. The possibility of lack of coordination is increased by this jurisdictional problem. Although the Ministry and the Muskoka - Parry Sound Health Unit have sub-offices in the Town of Parry Sound, approvals and inspection programmes throughout the District are directed from separate offices outside the Parry Sound District. A more effective system of approval and checking of private water supplies and sewage disposal systems could be effected if offices were located together in the District so that greater liaison would be possible.

The problem of pollution control is a complex one and constant monitoring of private and public waste disposal systems is necessary, particularly on the smaller, overdeveloped inland lakes. It was pointed out by the Ministry of the Environment that the Ministry cannot adequately inspect malfunctioning septic systems, primarily because of staff and budgetary limitations. In order to protect the quality of the District's water resources, effective planning and development control measures as well as a stringent system of approvals and checks over the installation and performance of all types of disposal systems are necessary. The possibility of future technological advancements such as aerobic treatment for private systems should not be relied on as a remedy to the problems because of the unpredictability of such developments.

The question must be raised here as to whether efforts to clean up the wastes from modern living should have to be applied at the effluent end of the process. Rather, should they not be applied at the source, that is where the manufacture occurs? The costs of septic tanks in remote areas and on shallow soils, and the even greater costs for holding tanks where there is no soil, might be substantially reduced if the wastes generated were less noxious. This implies that the people of the District will have to be less demanding of their comfort if they want to keep costs down and that controls might need to be extended to the manufacturing processes as well as to the waste disposal. Until there is a much better public awareness of the relation of cause and effect as far as pollution is concerned, the costs of the cure will continue to mount rapidly.

c) THE LAKE CAPACITY ISSUE

With only a few cottages on a lake, an island or even the Georgian Bay shore, the natural power of the water and the soil can be relied upon to break down waste products and render them harmless. As the density increases, the amount of waste increases to a point where it overcomes the natural power of breakdown and begins to accumulate. Pollution, and even poisoning, of the water follow inevitably after the point of accumulation.

The process known as eutrophication is the most common form of degeneration in a lake and it relates to the accumulation of phosphate and nitrate nutrients and the resulting growth of algae. The problem in dealing with it concerns the question of how to identify what development density is safe for a lake if the process is to be prevented. Since the process is complicated and the point of no return may only be identified after it has been reached, it poses a vital need for control of cottage and other development on every lake. General standards to deal with the problem can only be very rough and adequate control can only be exercised by treating each lake on its own merits, a formidable undertaking.

This issue also involves the question of lake usage as well as water quality. Solitude, fishing, boating and the satisfactions of nature and landscape are some of the more important reasons why people want to visit lakes. The appeal of each of these declines if too many people try to do them in too close proximity to each other. Solitude is destroyed very soon; fishing declines after too many fish have been caught; boating ceases to be pleasurable when too many craft, with too much horsepower, vie for space; the satisfactions of nature are lost when all that can be seen are cottages and one's neighbour is an ill-run marina or trailer camp.

An urgent land use problem both in the District and other recreation areas generally involves the problem of uncontrolled, unplanned development of trailer camps and campgrounds on inland lakes of small carrying capacity. The problems of rapid ecological destruction and constant overcrowding on particular lakes has been cited on numerous occasions by property owners with lots fronting on these lakes.

For example, one submission from a cottage owner pointed out that in the Township of Croft on Neighick Lake, two trailer camps with a total capacity of 350 sites have been operating at least since 1971. In addition, a third camp is currently under construction and an initial license for 100 sites may be approved in the near future. The submission further notes that of the 70 or 80 trailer camps licensed in the District, six have more than 100 sites and three of these are located on small Neighick Lake, with a fourth nearby on neighbouring Ahmic Lake. Similar problems are being experienced on other lakes including Crawford Lake in Croft Township and Sand Lake in Proudfoot Township.

This situation exemplifies the land use problems which can arise when there is an absence of planning both at the municipal and provincial levels. There is a lack of municipal Official Plans and Zoning Bylaws and a lack of provincial planning policies for the licensing of all types of tourist establishments.

The problem does not need further elaboration. It is becoming painfully obvious to all who understand the special human need for satisfying recreation. The issue is control -- the control of development and water activity so that the features of a lake may be preserved. With the difficulties of identifying when deterioration has gone too far, controls must operate from the beginning and must be effective as soon as possible. The alternative to control can only be the loss of a lake's capacity for recreation. To set up and administer such controls with so complex a problem requires a sophisticated organization.

d) LOCAL ECONOMY AND DEVELOPMENT

At first glance the interests of those who wish to preserve the District for its natural attractions, and those who wish to develop a broader economy, may seem to be in conflict. Many already feel this and expressed the view in the public meetings.

If the various groups pursue their own interests without the benefit of co-ordination and reconciliation they will almost certainly come into conflict.

Expansions to the economic base are dependent upon an improved system of communications and access. Some improvements are already proposed, as noted above, and further ones may be encouraged if industries, commercial recreation, and other economic activities are promoted. Such improvements facilitate further tourist penetrations and increase the demand for recreation facilities. An improved economy would inevitably mean more people and more development pressure.

Those who prefer the quiet life view such possibilities with alarm. The District has proved attractive to many who have wanted to escape the urban congestion of the Oshawa-Toronto-Hamilton Megalopolis; "The asphalt jungle" as one man at a meeting put it. Some of these are retired people, others simply feel that private satisfactions are more important than sophisticated economic ones. This point of view, even if a minority one, must be respected if we are to consider ourselves civilized.

At the same time those who have this view, and have children, find themselves in a dilemma. To preserve their values they prefer a low key approach to economic development. This means, however, that job opportunities are few and the young may be obliged to seek their livelihood elsewhere - often in the asphalt jungle! They would prefer their children to have opportunities locally but fear to stimulate these lest they compromise their values too greatly.

The difficulties are compounded again by the seasonal nature of recreation in the District. Although winter recreation is increasing with such attractions as ski hills and snowmobiles, the potential can never equal that of the summer attractions. Thus, summer employment opportunities, particularly for the young, will remain more numerous than winter ones. This is discouraging for permanent residents, unless retired, and fosters other dependencies, such as lower wage rates and benefits, welfare problems and paternal provincial attitudes. In many cases, the Province in the past has taken the attitude that industrial development is the best approach to solve these problems in recreation areas.

The Soil Survey for the Parry Sound District indicated that more than eighty percent of the soil is unsuitable for agricultural use. The highest capability soils are located in the vicinity of Nipissing, Powassan, Burk's Falls and Magnetawan. In the Magnetawan area, most of the land is cleared and used in the production of hay, oats and

mixed grains. Small herds of dairy cattle are raised in these areas and mixed farming is also important. In other parts of the District, only subsistence farming is possible primarily because of the shallow soil cover. In these latter areas, farming is augmented by the sale of forest products and tourism. Some of the stony, rolling land could be used for grazing but forestry is a more economic use.

In general, as Table 5 depicts, the total number of farms and production levels are declining but the number of larger-scale farms is increasing as farm operations consolidate and gain economies of scale. The abandonment of marginal farms and trends towards larger farms and increasing combination farm-forestry or farm-tourism operations are expected to continue throughout the planning period.

At present, there are a significant number of small lumbering operations in the District; the Ministry of Natural Resources indicated that the 38 sawmills currently in operation cut an annual total of 17 million board feet of lumber. These mills and related secondary industries employ approximately 262 full time workers. In addition, the primary logging industry employs roughly 412 part-time workers in the forests. These forestry related operations have continued in scattered communities for many years. For example, the Trout Creek Lumber Company in Trout Creek has held Crown Timber Licences since 1907-08.

The importance of the forests to the local economy is shown by the fact that wood based manufacturing firms (e.g. veneer and planing mills) constitute a significant proportion of the secondary industry in the District. Some new firms which are locating in the District are based on the forest resources; for example, an excelsior plant has recently located in the Carling industrial park.

TABLE 5

VALUE OF AGRICULTURAL PRODUCTS AND LIVESTOCK AND FIELD CROPS ON

CENSUS FARMS, 1961 AND 1971

All Census Farms	Value of Agricultural Products Sold			Livestock - Number								Field Crops - Acres						
				Cattle		Pigs	Sheep	Hens and Chickens		Wheat	Oats	Barley	Rye	Mixed Grains	Total Tame Hay	Corn For Grain	Corn For Ensilage	Potatoes
	Under \$2,500	\$2,500- 4,999	\$5,000 And Over	Total Milk Cows			Total	Hens And Pullets										
1971	309	110	101	13,549	2,727	1,612	1,341	11,837	8,948	50	3,822	225	2	1,000	22,137	27	147	190
520																		
1961	675	113	65	16,300	4,969	2,229	2,272	37,710	21,064	183	9,774	221	9	1,010	27,086	-	133	333
853																		

Source: DBS, Census of Canada

Much of the productive forest consists of second-growth hardwoods and conifers with scattered pockets of mature timber in the eastern part of the District along the western boundary of Algonquin Provincial Park. Privately owned woodlots provide some timber. However, the quality and quantity of timber is decreasing because of past overcutting and poor timber management practices. In the future, proper management techniques will be required to ensure the maintenance of viable forestry operations.

Some reconciliation of the divergence between preserving the existing character of the District and broadening the economy is possible. The District still has many areas with limited access and others to which development might be guided. Although the pressures are mounting, there would still seem to be time to work the problem out. The question is, will it be worked out if left alone; or, can it only be tackled on a properly planned basis?

e) VIABLE LOCAL GOVERNMENT

If local government is going to be a significant factor in resolving the problems and issues emerging in the District, it is self-evident that it must have the resources with which to do the job. The demand for local decision making is emphatic, but if the power is delegated and there are not the means to implement decisions, the result will be a hollow and meaningless exercise while the problems simply worsen.

At present many decisions are made at the provincial level, which could, with a proper structure, be made at the local level. For example, consents to sever individual parcels of land have to be given by the Minister of Housing. Apart from the red tape this creates, it is ludicrous to imagine that the Minister in Toronto really ought to worry over an

individual parcel of land in Wilson Township! Even plans of subdivision may not need to find their way to Queen's Park if proper guidelines for approval were set out in a District Official Plan. Recently, it was decided that consent and subdivision applications will be reviewed at the Ministry Regional Office in Sudbury. Although the approval remains under provincial jurisdiction, hopefully this locational change will at least speed up the process and provide greater access to applicants.

The provision of many services, for example adequate fire protection, water supply, street lights, road maintenance, etc. is recognized as a municipal responsibility and, given adequate financing, is best carried out at the local level. In fact all provisions commonly recognized as local responsibilities are best carried out at the local level if the municipality is capable of doing so. The extent to which this is presently done in the organized municipalities of the District can be seen from Tables 6 and 7.

From Table 6, it may be readily seen that full time staff is only available in most municipalities for the Clerk-Treasurer function and for road maintenance. The Town of Parry Sound has a significant full time staff for most other local functions and is the only municipality with any police or full time firemen. Five municipalities, Trout Creek, Magnetawan, Kearney, Rosseau and Joly, have no full time staff at all. Apart from fire protection, for which volunteers serve in fourteen out of the twenty-eight municipalities, the only other enforcement or inspection officers are full time in Parry Sound and North Himsforth and part time in Machar, Magnetawan, McDougall and Hagerman where the Clerk functions as the Building Inspector. No planning staff are used in any capacity.

TABLE 6 MUNICIPAL STAFF IN THE PARRY SOUND DISTRICT (INCLUDING CHISHOLM TOWNSHIP), 1973

MUNICIPALITY	GENERAL GOVERNMENT			ENFORCEMENT & PROTECTION		PUBLIC WORKS			COMMUNITY SERVICES		TOTALS	
	CLERK- TREASURER	TAX COLLECTOR	OTHER	BY-LAW ENFORCEMENT	BUILDING INSPECTOR	FIRE (1972)	WORKS	ROADS	CREW	TOTAL	FULL-TIME	PART-TIME
NORTHEAST												
NORTH HIMS WORTH	F		F	F		21V	4F	F	2F	3F	9	
NIPISING	F	Clerk-Tr.	2P	F2P				F	F	F	2	2
POWASSAN	F	P	P	FP		26V		F	3P	2F 3P	3	4
SOUTH HIMS WORTH	F	Clerk-Tr.		F				F	3F	4F	5	
CHISHOLM	P	P	P	3P				F		F	1	3
TROUT CREEK	X			P		25V			P	P		2
EAST												
JOLY	X			P								
MACHAR	F			P								
SOUTH RIVER	P		P	F		23V	P		F P	2F 1P	3	2
STROMG	F			2P				F	F	2F	2	2
SUNDRIDGE	F		P	F		18V	P	F	2F	3F	4	
				P				F	P	2F 1P	3	3
SOUTHEAST												
CHAPMAN	P	Clerk-Tr.	P	2P	Fee	6V	3P	F	6F	7F	7	5
MAGNETAWAN	X	Clerk-Tr.		P	P		P		2P	2P		4
ARMOUR	P	Clerk-Tr.	P	2P		23V		F	4P	1F 4P	1	6
BURKS FALLS	F		F	2F				F	F	2F	4	
RYERSON	P	Clerk-Tr.	P	2P		10V		F	2F	3F	3	2
MCNURRICH	F			F		23V					1	
KEARNEY	P			P		22V		P	P	P		2
PERRY	F		P	P				F	4F	5F	6	1
SOUTHWEST												
CHRISTIE	F*	Clerk-Tr.		2F	Fee	12V	P	F	F	F	3	1
HUMPHREY	F	Clerk-Tr.	F	2F		18V		F	2FIP	3F 1P	5	1
ROSSEAU	P			P								1
PARRY SOUND	F*	F	4F	7F		8F	10F	2F	12F	14F	37	4
										Day Care -6F4p Cemetery-5F4p		
FOLEY	P		P	2P		26V	P	F	2F	3F	3	2
MCDUGALL	F		F	2F	P			F	4F	5F	7	1
WEST												
HAGERMAN	P		2P	P	Clerk			F	F	F	1	1
MCKELLAR	P			3P			P	F	F	2F 1P	2	4
NORTHWEST												
CARLING	F			F				F	F	2F	3	
												23,050

Source: Ministry of Treasury, Economics and Intergovernmental Affairs, 1973 and Questionnaires submitted by Municipal Clerks

Note: Municipalities are grouped in this Table into the Local Committee Areas established for the Local Government Study

LEGEND:

F - Full-Time
P - Part-Time* - Parry Sound & Christie both have a clerk and treasurer
X - Function performed by works staff in Parry Sound
V - Volunteer
Staff Totals exclude volunteer firemen, and other part-time staff such as fire wardens, stock evaluators, etc.
HR- Hourly Rate

TABLE 7: LOCAL BOARDS IN THE MUNICIPALITIES OF THE DISTRICT OF PARRY SOUND (INCLUDING CHISHOLM TOWNSHIP), 1973

MUNICIPALITY	PLANNING			UTILITIES			SOCIAL SERVICES				COMMUNITY SERVICES				
	PLANNING BOARD	COMMITTEE OF ADJUSTMENT	HYDRO-ELECTRIC COMMISSION	PUBLIC UTILITIES COMMISSION	BOARD OF EDUCATION WEST	BOARD OF EDUCATION EAST	DISTRICT HEALTH UNIT MUSKOKA-PARRY SOUND	NORTH BAY	DISTRICT WELFARE ADMINISTRATION BOARD	COMMUNITY CENTRE BOARD	COMMUNITY HALL COMMITTEE	PUBLIC LIBRARY BOARD	RECREATION COMMITTEE	ARENA BOARD	CEMETERY BOARD
NORTHEAST															
NORTH HIMSORTH	X					X		X	X	X		X			X
NIPISSING						X		X	X			X	X	X	X
POKASSAN						X		X	X			X	X	X	X
SOUTH HIMSORTH						X		X	X			X			X
CHISHOLM						X		X	X			X			X
TROUT CREEK						X		X	X			X			X
EAST															
JULY							X		X						
MAGNAR						X			X						
SOUTH RIVER				X		X		X	X						
STRONG						X		X	X				X		X
SUNBRIDGE			X			X		X	X				X		X
SOUTHEAST															
CHISHOLM						X		X	X		X				
MAGNETAWAN				X		X		X	X		X				X
ASHLER						X		X	X			X	X	X	X
BURNS FALLS				X		X		X	X			X	X		
RYERSON						X		X	X			X	X		
MUMFORD						X		X	X			X	X		
KEANEY						X		X	X			X	X		
PERCY						X		X	X			X	X		
SOUTHWEST															
CHRISTIE	X					X		X	X						X
HUMPHREY					X	X		X	X			X			X
ROSSEAU					X	X		X	X			X			X
PARRY SOUND	X		X	X	X	X		X	X			X			
FLETCHER	X	X		X	X	X		X	X			X	X		
MCCOY	X				X	X		X	X			X	X		
WEST															
HAGERMAN					X	X		X	X						
MCFELLAR					X	X		X	X						
NORTHWEST					X										
CARLING							X		X						X

Source: Ministry of Treasury, Economics and Intergovernmental Affairs, 1974

Note: Municipalities are grouped in this Table into the Local Committee Areas established for the Local Government Study

LEGEND:

X—X

Local Board serving 2 or more municipalities

* Created in 1974

Magnetawan also has a Museum Board and Parry Sound has a Parks Advisory Board

At the District Level, Table 7, the most significant function performed by local or joint boards and commissions is education through the east and west boards. Welfare is also covered on a district basis. Three Health Units, based in North Bay, Sudbury and Muskoka serve the District. Hydro or utility commissions operate in six municipalities and other local boards serve various functions as shown. Four municipalities, Machar, Joly, Hagerman and McKellar, have no local function beyond the municipal administration.

From this overview it is quite apparent that very few municipalities have anything but the most rudimentary structures for local administration. The question of planning administration is discussed earlier but other support for this function, in bylaw enforcement, development control etc., would be quite beyond the capacity of present structures.

The issue is essentially that of capability. To be meaningful and viable, a municipality must have the ability to fulfill its obligations, to implement its decisions and to administer its affairs to the benefit of the taxpayers. Obviously, there is a direct relation between population, financial resources and obligations; and the latter may vary as a function of the people and the amount of money. The greater the number of obligations the larger the size and budget needed to deal with them.

From this it is apparent that there is no ready answer to the question, "what constitutes a viable municipality?". At least, there is no direct numerical answer as far as population size is concerned. Rather there is a relationship between the financial and population base and the ability to discharge functions. Much depends on what the local population wishes to assume and how far they are prepared to go in the way of achieving an adequate financial and population base for this.

In Design For Development: Phase Two, the Province suggested that in a two-tier system, 8,000 to 10,000 would be a minimum population for a local government unit. However, these figures may not be directly applicable because they were not based upon a substantive analysis and would be more appropriate in a two-tier system. In comparison to the above Provincial viewpoint, views regarding municipal organization were expressed locally. For example, a brief submitted by the Village of Magnetewan and the surrounding Townships of Chapman, Croft and Spence proposed a local government unit in that area comprised of slightly over 2,000 population and roughly \$10,000,000 equalized assessment. However, none of these suggestions have provided an analysis which demonstrated the viability of a regional planning program under the scale of municipal structure proposed.

An analysis of what resources will support what local functions does not seem to have been carried out anywhere in the Province. While this would be a most meaningful study it would be beyond the means of this paper to cover in any useful way. However, to provide a basis for exploring the question within the District of Parry Sound we have examined the considerations used in the District of Muskoka.¹

The first consideration, that of retaining the former 25 municipalities, was considered unacceptable since 17 had permanent populations of under 1,000 and ten of these had fewer than 2,000 permanent and seasonal populations combined. In the succinct words of the Commissioner, (p. 134) -

"Municipalities of this size cannot cope with the problems and service demands facing local government today."

1. Muskoka District Local Government Review. Final Report and Recommendations. Donald M. Paterson, Commissioner and Research Director. June 1969

The largest municipality at that time was the former town of Huntsville with just over 3,300 people; the smallest municipality in the new District Municipality of Muskoka is the Township of Lake of Bays with just over 1,600 people in 1971. From subsequent discussions with Mr. Paterson the view was expressed that equalized taxable assessment of the order of \$75 million might well be a more useful criterion in judging whether a municipality might fulfill expected demands, at least as far as Muskoka is concerned.

Using this population threshold of 1,600, only the Town of Parry Sound and the Townships of North Himsworth and McDougall could be considered viable; by the criterion of financial base, Table 8, no one municipality would have even half of the assessment to discharge the obligations that may be expected.

This is not to say that Muskoka standards would be appropriate in the Parry Sound District, that is for the people of the District to form an opinion about. It does however, indicate the kind of size that would have to be considered if a corresponding level of service is sought. One further matter must also be kept in context and that is the extent of provincial subsidy. This is currently large, especially for the unorganized townships, and would have to be weighed as a factor where financial viability is concerned.

f) PUBLIC DEMANDS VERSUS PRIVATE OWNERSHIP

From the commentary on the evolving situation and the problems summarized above it is evident that if the present situation is to be changed and if the problems are not to worsen, with the hope that matters may be improved, controls on the actions of private individuals and property owners are inescapable.

TABLE 8 ASSESSMENT DATA FOR THE DISTRICT OF PARRY SOUND (INCLUDING CHISHOLM TOWNSHIP), 1973

POPULATION 1973 UNCONDITIONAL MUNICIPAL GRANTS ACT	TOTAL AREA (ACRES)	POPUL- ATION 1972	RESIDENTIAL ASSESSMENT 1973	COMMERCIAL ASSESSMENT 1973	TOTAL	ASSES- BASIC EQUAL FACTOR	EQUALIZED RESIDENTIAL ASSESSMENT	EQUALIZED COMMERCIAL ASSESSMENT	TOTAL	EQUAL- IZED ASSESS- MENT PER CAPITA	PROPORTION RESIDENTIAL & COMMERCIAL R C
TOWNS											
308	539	308	1,390,500	147,380	1,537,880	100.00	1,390,500	147,380	1,537,880	4,993	90
5,723	1,293	5,792	20,362,010	13,322,420	33,684,430	98.4	20,693,100	13,539,044	34,232,144	5,910	60
1,061	725	1,139	3,999,340	1,405,980	5,405,320	100.00	3,999,340	1,405,980	5,405,320	4,746	74
568	683	584	1,366,075	357,985	1,724,060	100.00	1,366,075	357,985	1,724,060	2,952	79
VILLAGES											
891	750	851	2,712,025	1,466,845	4,178,870	101.2	2,679,867	1,449,451	4,129,318	4,852	65
204	325	332	564,550	187,865	752,415	95.7	589,917	196,306	786,223	2,368	75
269	500	242	1,300,175	236,155	1,536,330	98.4	1,321,316	239,995	1,561,311	6,452	85
1,052	1,200	1,069	2,774,550	1,209,695	3,984,245	99.7	2,782,899	1,213,335	3,996,234	3,738	70
723	546	695	3,169,965	1,549,225	4,719,190	93.5	3,390,337	1,656,925	5,047,262	7,262	67
TOWNSHIPS											
842	39,098	782	761,796	140,820	902,616	11.0	6,925,418	1,280,182	8,205,600	10,493	84
497	100,000	473	522,561	22,750	545,311	4.07	12,839,337	558,968	13,398,305	28,326	96
314	43,980	308	761,434	2,570	764,004	15.0	5,076,227	17,133	5,093,360	16,537	99.5
318	49,000	297	539,049	36,140	575,189	9.33	5,777,588	387,353	6,164,941	20,757	94
1,160	40,444	1,077	1,142,815	461,105	1,603,920	9.73	11,745,272	4,739,003	16,484,275	15,306	71
347	48,665	354	449,938	10,000	459,938	9.05	4,971,691	110,497	5,082,188	14,356	98
2,248	25,750	2,089	830,993	300,200	1,131,193	12.0	6,924,942	2,501,666	9,426,608	4,512	73
1,230	53,400	1,174	526,623	225,795	752,418	15.8	3,333,057	1,429,082	4,762,139	4,056	70
598	49,096	597	18,468,270	590,420	19,058,690	100.00	18,468,270	590,420	19,058,690	31,924	97
81	26,129	81	87,309	1,060	88,369	12.1	721,562	8,760	730,322	9,016	99
447	47,800	432	380,627	67,925	448,552	8.80	4,325,307	771,875	5,097,182	11,799	85
2,225	37,152	2,223	12,456,642	4,913,460	17,370,102	99.2	12,557,099	4,953,085	17,510,184	7,877	72
478	45,284	480	879,875	109,695	989,570	14.7	5,985,544	746,225	6,731,769	14,025	89
405	44,800	401	481,390	23,800	505,190	16.7	2,882,575	142,515	3,025,090	7,544	95
976	113,186	978	10,966,907	787,145	11,754,052	100.00	10,966,907	787,145	11,754,052	12,018	93
972	47,593	972	11,145,092	1,256,700	12,401,792	100.00	11,145,092	1,256,700	12,401,792	12,759	90
384	45,054	359	198,380	2,295	200,675	5.92	3,351,014	38,767	3,389,781	9,442	99
972	51,840	994	6,097,721	2,675,340	8,773,061	95.8	6,365,053	2,792,631	9,157,684	9,213	70

The imposition of controls are not popular. To some they are anathema; anathema to the values of free enterprise. Several people at public meetings voiced strong opinions for a "hands off" attitude and no interference with their aspirations to order their own affairs. Such a view may well be respected, but its consequences must be realized.

It is not considered a majority view and is probably only held now by a small minority. Most people believe in some control to further the public interest. However, controls are often thought best for the next man, who should be restrained from doing what you don't like; they are still strongly resented by those who experience the restraint.

The value that a land owner should be able to do what he likes with his own land is still deeply entrenched, particularly outside the more urbanized parts of the Province. Planning and land use control, in what is believed to be the public good, interfere with this value. This fact should be clearly understood by all concerned. In view of the rising demands for recreational space, the increase in cottagers and tourists predicted and the pursuit of development for profit and progress, the need for planning and restraint become more evident. The result of resisting such need can only be increasing frustration by those who already have a stake in the District, a continuing deterioration of the environment it offers, and a rising level of animosity between those whose interests diverge.

g) ESTABLISHMENT OF PRIORITIES

If it is conceded that restraints are required and that a well founded planning program and suitable local government structure are to be pursued certain priorities will have to be recognized. Even when taken as a whole the financial base of the District is not strong and it is heavily dependent, particularly in the unorganized areas, on subsidy by the Province. It is therefore highly unlikely that all the problems could be tackled at once.

There will be divergent views among those affected as to which matters should be tackled first. In order to determine a consensus over this there must be adequate means to canvass public opinion. The public in this case includes all taxpayers, permanent and seasonal. At present the local government structure does not give an adequate basis for the expression of public opinion, particularly by seasonal residents. Change is necessary if this is to be accomplished.

The actual ordering of priorities itself is matter for a future planning program but it must be realized that unless the provision of adequate land use controls is tackled early, if not at once, the order of priorities will be continually jeopardized by the possibilities of unwanted and undesirable happenings.

3. alternatives for administration

3. ALTERNATIVES FOR ADMINISTRATION

Given the complexity and sophistication of the problems summarized within this paper and the present weaknesses of the local structures to cope with them, a central question to which we were directed is this: what reorganization, if any, is required to the present system of local government in the District, in light of the evolving situation and present problems?

A number of alternative solutions are available for the future organization of municipal government in the District. It must be emphasized that the forms outlined here are only preliminary conceptions based upon initial analysis and a minimal amount of local comment. The prime function of these examples is to focus attention and discussion on specific organizational principles which should be applied in the final determination. Several conflicting factors must be considered in the selection process.

a) A PLANNING PROGRAM AND LOCAL GOVERNMENT

If a planning program is to be initiated for the District as a whole within a fairly short space of time there may be merit in postponing a decision on local government restructuring until a substantial amount of the first phases are complete. Local government structure, as far as regional planning is concerned, is more a matter of plan implementation than plan formulation. This is not to say local people are not involved, they are, but the form of their government is not critical until the implementation has to be commenced.

Since this latter is a direct requirement of the plan and the plan is yet to be written, a final decision on local government could be premature. Viewed from this standpoint, restructuring might better be considered as an integral part of the program, particularly since the implementation techniques presently available for unorganized territory are so cumbersome and remote.

The requirements for implementation in areas of sparse development or almost wholly recreational interest may be far less complicated to administer after a proper plan is approved than areas of intensive and urban interest. If this is the case different structures may be quite appropriate and it would be unfortunate to prejudice the possibility of these, or yet to choose a more complicated structure than really needed, before sufficient planning studies have been undertaken.

What is being suggested here, is really a continuation of the first steps currently being taken by the District Local Government Study itself, in which planning and restructuring should go hand in hand. Approaches whereby the local government structure is determined first with the responsibility for planning being given to the authorities afterwards, have given rise to problems. If the problems are a consequence of the geography of new boundaries they are made more rather than less difficult to solve by the prior restructuring.

What may be more appropriate for the Parry Sound District would be to pursue the survey and analysis phase of a planning program to the point where the major alternatives and development thrusts become apparent, that is up to, but not including the draft plan stage. The consideration for local government restructuring could continue to be examined in this phase and appropriate decisions, involving say the elimination of some alternatives and a clarification of remaining choices, could be made on the planning evidence available. A final decision might then be found easier to make and a draft plan easier to formulate if each can be done in the light of a full appreciation of the other.

b) CRITERIA FOR DETERMINING LOCAL GOVERNMENT UNITS

Past experience in Ontario and other parts of Canada have indicated that several factors must be considered in establishing an appropriate size of local government unit. These factors include:

1. Some threshold population size and financial base to give the viability discussed above;
2. The areal extent and transportation system to maximize accessibility to citizens and administrative convenience;
3. The communities of interest to facilitate internal co-operation; and,
4. Major physiographic and environmental features constituting barriers or linkages (e.g. lakes, rivers, poorly drained areas, etc.)

These factors would be best synthesized into map form in order to provide a base upon which those involved can evaluate and modify in light of more intangible factors. In short, the four factors mentioned above can be used to focus local discussion. In this regard, this paper does not elaborate such possible schemes in map form, but endeavors to present the approach and essential principles. Such specific mapped schemes could be defined more appropriately by the Local Government Study Group and Area Committees because it is recognized that at this early stage, presentation of specific alternatives may cause unnecessary confusion and generate local antipathy with consequent delays to the process.

The attitudes and opinions of local elected representatives and members of the public hopefully will be expressed constructively and with the goal of mutual co-operation in mind.

Five types of alternatives appear to us to merit further discussion:

1. Retention of the present system without substantial change;
2. Amalgamation of the present local municipalities into a smaller number of one-tier or unitary municipalities without an overall district council or function;
3. Amalgamation of the present local municipalities with optional district services, the key element being in practice the formation of a body in some ways analogous to the county council of Southern Ontario;
4. Creation of a two-tier district government with responsibilities divided between a district council and local councils;
5. Division into two separate Districts (i.e. East and West Districts) and amalgamation of present local municipalities with optional district services and/or allocation of parts of District to Muskoka, North Bay and Sudbury Area Governments.

PRESENT MUNICIPAL SYSTEM AND NEED FOR MUNICIPAL REORGANIZATION

c) RETENTION OF PRESENT STRUCTURE

It has been argued that the present structure has worked well for a century and can continue to do so. However, it is becoming increasingly evident to citizens, municipal council members and planners alike that this reflects more sentiment than realism. As an aside, it is really remarkable that the structure worked so well for so long. The Municipal Act, although amended many times, has remained in philosophy very similar to the ideas of its chief architect, Lord Baldwin, and the municipal system he set up in 1849. Local municipalities date from somewhat later than this, many from the 1880's and 90's, but still the concepts of their function are now well over one hundred years old. The structure of the horse and buggy days cannot cope with four lane arterial highways.

In 1972, discussions involving municipal representatives in the District focussed on the limited financial and administrative capability of existing local municipalities to formulate and implement broad planning policies. Moreover in the same year, the Ontario Municipal Board, in its report on the Parry Sound Annexation application, indicated that extensive local government restructuring would be necessary in the area. In general, then, there appears to be a consensus both at the local and at the Provincial level, that municipal consolidations are necessary as a minimum pre-requisite to carrying out proper planning and other programs in the District.

However, because there are still a number of staunch defenders of the existing system, local government reform must be assessed carefully in relation to a number of factors. A small municipality, whose structure has changed little for almost a century, can no longer serve its residents adequately by functioning independently, because of its limited financial and technical capability. Vast changes which have occurred in the world and in the expectations of taxpayers make it incapable of doing so. It cannot make efficient use of expensive machinery, sophisticated management techniques and technology and full time specialized staff. Moreover, it has been suggested that a small municipality with a constituency perhaps of only a few hundred, may be too sensitive to special interests and personal pressures to the detriment of the community as a whole.

In the absence of local capability and in response to new demands, the provincial government has progressively assumed direct authority, administrative control or partial financial responsibility for many functions which used to be considered purely local concerns. In addition, there has been a movement toward inter-municipal co-operation in the form of the Boards of Education and Boards of Health, for example. However, other studies on local government reorganization suggest that it would be undesirable to transfer more responsibilities to either the Province or to inter-municipal, single-purpose bodies because this has seriously eroded the validity of an individual municipality as a unit of government.

One last point about maintaining the status quo is that it leaves the unorganized townships under direct provincial control for virtually all functions except those exercised by Local Roads or Statute Labour Boards. Even in the organized townships the trend for the province to assume more and more local administration would inevitably continue under the status quo.

d) AMALGAMATIONS OF LOCAL MUNICIPALITIES ONLY

This approach would involve a unitary government structure with the consolidation of the local municipalities into a small number of new one-tier municipalities with or without the inclusion of presently unorganized territory. It would have to depart from the general policy followed to date by the Provincial government in reorganizing local government in southern Ontario: the creation of two-tier regional governments.

It has however, important virtue of simplicity, in that municipal government is not divided into two levels. In a series of unitary municipalities, the municipal responsibilities would be clearer to their citizens and they could be reasonably comprehensive given a viable financial base. Moreover, under such a structure of larger municipal units it would be possible to eliminate some of the local boards shown on Table 7 by transferring their responsibilities to the municipal councils.

One important objection to this scheme may be that strong municipal units would have to be fairly large in geographic terms if the whole District were so organized, and would be rather unwieldy. If not, some territory would again have to remain under direct provincial control. It would probably preclude the possibility of planning and other functions being exercised at the District level and thus hamper the pursuit of any wide regional planning.

In addition to these considerations, the approach is subject to two main organizational constraints.

- If municipal reorganization is to be a progressive change, there can only be a small number of municipalities if they are to be strong enough to be effective units of government.
- If they are to be successful one-tier municipalities, they must have some kind of actual community of character and interest.

e) AMALGAMATIONS WITH DISTRICT-LEVEL FUNCTIONS

A structure under this approach would be similar to the above insofar as restructured municipal boundaries are concerned. Also, it could be similar to the existing structure where District-wide services are already provided if the need and benefits are obvious. The present Boards of Education and Health Units are examples of this District-level service. In view of the current trend in the Province toward abolishing planning boards and vesting the planning decisions directly with elected representatives, a District Planning Board as such may not be considered acceptable.

What might be envisaged is a new local government structure for those areas where the pattern warrants this and a District function for otherwise unorganized territory, or for District-wide services such as roads and planning. Local municipalities might have an option to obtain certain services, particularly local planning, from the District which would provide these directly for unorganized territory. However, the lack of a large, centrally located centre is a problem which would have to be resolved among the municipalities.

Representation at the District level would be needed for groups in unorganized territory and financing at the District level might need hitherto untried approaches. A close involvement of provincial agencies for unorganized territory would also be needed particularly in the planning field and by the Ministry of Natural Resources.

If these responsibilities were recognized some formal provincial involvement could be considered with direct payments for District administrative purposes and direct provincial representation at the District staff level.

f) TWO-TIER REGIONAL GOVERNMENT

This would be the formal two-tier structure, as recognized for example, in the District of Muskoka. In light of recent experiences with regional and district governments in the province, it appears that numerous difficulties arise when a large upper-tier unit of government is superimposed upon a set of lower-tier area municipalities. Increased taxes, duplication of services and lack of accessibility to the local residents constitute some of the major problems faced by such government structures.

In addition, the response from public meetings held in the District largely indicates that any form of District-wide government would be resisted to the extent that the above-mentioned problems would be intensified by the enormous area involved, the long distances between urban centres, the incomplete road network and the large unorganized territory which is sparsely populated. Due to these problems, it appears that any proposed form of District-wide unit of government should be examined with extreme caution.

g) ALTERATION OF DISTRICT BOUNDARIES

In meetings in Parry Sound, Sundridge and Trout Creek, at the end of May, 1974, it was indicated by various residents that at least two distinct communities of interest have been built up in the District, one along Highway 69 and the Georgian Bay shoreline and another along Highway 11. A third community is identified by most to include the central lakes' area around Dunchurch and Magnetawan connected by Highway 124. From a physical and topographic view-point these distinctions appear to be meaningful.

For example, the soil and bedrock conditions along the western corridor generally appear to be poor and unsuitable for agriculture and some forms of intensive development using septic tank systems. The western area has a community of interest in the large body of water of Georgian Bay for large-scale recreational use, boating and special water oriented uses. On the other hand, the eastern corridor has the advantages of somewhat deeper soils and greater agricultural and forestry opportunities. However, this eastern corridor has smaller lakes and more small centres.

Moreover, the sparse population and the relatively poor east-west linkages further emphasize the split between the two corridors. To some extent, the present School Board boundary recognizes this separation, although the details of the boundary might require modification in order to avoid splitting communities. For example, this problem was noted in a meeting in Sundridge, particularly in the area of Croft Township.

This structure would have the apparent advantage of grouping areas of similar character and interests for the purposes of constituting boards and commissions for a set of municipalities. These functional areas could serve as two separate Districts for the administration of various functions. Moreover, the existence of two Districts based upon two major highways would be more manageable and efficient in practical terms for day-to-day administrative purposes.

A single tier municipality for the whole District might also be entertained as a variation on this theme. In this case the differing orientations of the two corridors would have to be played down and the various other parts which presently look to local offices or service centres such as North Bay and Huntsville would have to acknowledge a new centre of local government. The largest centre, the Town of Parry Sound is far from being central, while the place that is most central (i.e. Magnetawan) is hardly of sufficient size to function in this way.

From a practical viewpoint, total dismemberment would be infeasible as there appears to be some sense of identification with the District of Parry Sound, most evident in the western part of the District. However, it may be possible and desirable from a planning viewpoint to allocate some portions of the District to surrounding governments which may serve those areas more effectively. For example, some local views were expressed that Conger and Humphrey Townships are functionally tied with Muskoka and could thereby be united with that District. Similarly, in the northeast corner of the District, it appears that at least the Callander area of North Himsworth could be effectively linked with North Bay. The possibility of allocating such fringe areas in the District which are functionally tied to external urban areas in surrounding governments appears to warrant some further study and consultation with those external governments involved.

The problem of gaining acceptance of, and allegiance to, one or two new centres for local government would have to be squarely faced in either of these eventualities.

4. interim development control

4. INTERIM DEVELOPMENT CONTROL

a) THE NEED FOR INTERIM CONTROL

Even if procedures for restructuring local government and instituting a regional planning program are followed with reasonable dispatch it will almost certainly be several years before the implementation phase of an official plan is reached. Until this point is arrived at and comprehensive zoning bylaws can be enacted, much of the District will remain without adequate protection unless special interim controls are instituted. Furthermore, as any planning program proceeds, it creates differential speculations and swift changes in land values as recommendations emerge for and against development potentials. If unchecked, this latter climate of uncertainty will distort not only the orderly market for land but also the planning process itself, to the detriment of both.

These dangers can only be minimized if there is an adequate control over land development for the whole District. In view of the rising urgency of the problems, the need to curtail speculation and the conflicting expectations of divergent interest groups, interim controls are needed within a short time and, if the process is to yield proper benefits, before the planning program is undertaken.

b) THE LAND REGISTRATION INFRASTRUCTURE

A prerequisite for interim control is a satisfactory means of establishing the location of all land holdings, i.e. in map form, in the District. Much work towards this end is being done by the Provincial Assessment Division in the

Ministry of Revenue and can form the basis for a series of cadastral or property ownership maps. A complete set of such maps would be required for the planning program eventually but they should be given the first priority since without them, any attempts for interim control will be difficult to enforce and frustrating to administer.

This problem is not peculiar to the District of Parry Sound, it is province-wide. The seriousness varies according to progress on mapping made in the various assessment offices and whether the Land Titles or Registry Act governs land transfers. In its Review of Municipal Planning in Ontario, entitled "Subject to Approval", the Ontario Economic Council stated in 1973 (p.131) as follows:

A special matter closely associated with base mapping is that of cadastral information (land division and ownership). This is presently in a chaotic state, as the provincial assessment program has ruefully found. Adequate mapping of land ownership and property boundaries and the updating of changes is essential for land-use control through zoning bylaws or direct development control means. The matter has been looked into in some detail by the Ontario Law Reform Commission which recently published a report on land registration. Its report recommends sweeping changes to the system, and of special pertinence to municipal planning, the Commission recommended that:

1. A computer system should be used for land registration. The major elements of this system are:
 - a record for each parcel should be stored in a central computer. This record should include the name of the owner, and references to the description and current documents. The record should also include, as supplementary information, the date, names of parties, and kind of each current document, and summaries of the terms of payment of charges;
 - the records in the computer should be available in local offices through remote terminals;
 - the descriptions and microfilm reproductions of the registered documents should be stored in the local offices;

- registrations should be made at the local offices for the parcels that are affected;
 - the microfilm reproductions and the changes in the record stored in the computer should be made at a central office; and
 - copies of descriptions and documents for searches should be obtainable by mail.
2. An index that is derived from co-ordinates and designed in co-operation with other prospective users should be used.

The Law Reform Commission's recommendations are strongly supported here. It is submitted that the co-ordinates, referred to should be the geocoding system noted below¹ and the whole computer system, including the index, should be compatible with or even part of the provincial mapping agency.² The index itself could well be an appropriate set of cadastral maps which could also serve as the base maps for all forms of land use control in the province.

It would be beyond the scope of this paper to pursue this matter but it is vital to sound planning and interim control and must be pursued by the Local Government Study.

c) SHORT TERM DEMAND ESTIMATES

Interim Control must be based on some expectation of the development pressure that will occur during the interim period, say five years. The first requirement is to establish an inventory of existing lots. This, obviously, can only be done if the above cadastral information is available. The second requirement is to forecast a likely demand.

-
1. A provincial system of co-ordinates that allows any geographic point to be identified.
 2. The Review recommended the establishment of a provincial photography and mapping agency.

Three main categories may be envisaged,

- a) Recreational
- b) Residential
- c) Non-residential

While the major planning program will use a wide range of studies, it is suggested that straight line trends extrapolated from the past five to ten years will have to suffice for the interim. A comparison between such an extrapolated demand and the inventory of existing lots will soon show a demand estimate which can be used as a starting point.

d) APPROACH

Where Official Plans and Zoning Bylaws are already in effect they may continue in force as long as they provide adequate control and afford administrative opportunity for a proper checking procedure on development applications. Elsewhere, appropriate short term or holding zoning, for organized municipalities, or Minister's order for unorganized territory will have to be imposed.

It should be clearly understood at this point, by all who read this paper, that these present methods available for interim controls entail amendments to zoning bylaws or Minister's Orders with a procedure that is cumbersome, frustrating, fraught with red tape and often remote from its point of application because of the involvement of Ministries and the Municipal Board. There are grave deficiencies in the present legislation that militate against efficient forms of development control but in the absence of legislative reform, the best must be made of a frustrating situation.

With that reservation the next step is to outline a review and approval process of development applications that will start to be made as soon as

the controls are approved. Within the confines of the demand and supply estimates for lots and the available information on suitability in the area of the application there are three classes of use that should be determined.

- (i) Activities or uses for which a routine check and approval should be accorded, and for which the responsibility for justifying denial should be placed on the approving agency
- (ii) Activities or uses which require a detailed check before approval, and for which the responsibility for justifying approval should be placed on the applicant
- (iii) Activities or uses which cannot be permitted within the scope of interim control and which must await the outcome of major planning studies before being evaluated.

As a further step, the District of Muskoka has drawn up, approved and had obtained approval by the Ministry a set of Interim Planning Policies which will guide in evaluating all applications for amendments to both zoning bylaws and official plans, and for subdivisions and severances by the Land Division Committee. The same should be done for the District of Parry Sound and apply also to Minister's orders.

A forerunner of what may be involved here can be seen in the current Georgian Bay Shoreline Study being carried out by the Ministry of Natural Resources. As a result of an investigation into the development activity on this shoreline and its scenic, ecological and other attributes, a draft set of Interim Planning Policies for Georgian Bay have been drawn up. A comprehensive list of environmental and ecological factors are being considered by the Ministry, including soil and water capability, vegetation, relief, fish and wildlife habitats and breeding and spawning

grounds, scenic views, narrow channels and existing development. This large data base in map form is essential to draw up a meaningful interim land use plan.

The Ministry of Natural Resources is currently looking into means of implementation, particularly through Section 17 of the Public Lands Act. This act enables the Minister to designate restricted areas and issue permits for buildings etc. but only in unorganized territory. Implementation could also be done by the Minister of Housing under Section 32 of the Planning Act. This can cover any territory, organized or unorganized, but involves a Minister's order and amendments thereto, with more complex machinery than simply issuing permits. Neither approach can be considered entirely satisfactory but they are the only ones available.

The institution of interim control and policies along these lines would immediately raise the question of staff, administration and policing. Local planning staff does not exist and the intricacies and interactions of interim planning would certainly be beyond the local capabilities under present legislation. This implies an administration at the District or Provincial level. The District has no framework in which to fit a planning operation which only leaves the Province. The latter would have to be involved for unorganized territory in any scheme so that this might be the most expedient approach.

5. long term planning needs

5. LONG TERM PLANNING NEEDS

a) PLANNING ADMINISTRATION

If some form of interim administration has been set up to deal with interim control as outlined above, it could well form the basis for an ongoing planning administration. If not, it will of course have to be set up from scratch. In any event there will be a need for a planning office and staff in some form no matter which of the alternatives are chosen and for district planning purposes this will be best done at the District level. At the outset of the planning program, the Parry Sound Study Group may serve as an interim form of the district-level planning body, at least until a more formal District planning body can be set up on a long-term basis.

Without a district planning agency at this level it is unlikely, in fact inconceivable, that the necessary co-ordination and implementation would take place. If left entirely to the local level, a steady erosion of the aims of any planning program could be expected to occur with a corresponding frustration among the agencies affected by it.

b) SECONDARY AND DESIGN PLANNING

In the previous report by this firm, containing an appraisal for a planning program, it was anticipated that the preparation of secondary plans would be part of the continuous planning process in the District. A district plan could be expected to give appropriate guidance for the formulation of secondary plans and would indicate the role they should play in successive planning steps.

Official Plans for local municipalities might be expected to take the form of secondary plans and there is a recognizable need for this level of planning for all of the urban centres in the District. Secondary plans for neighbourhood development, industrial parks, major recreation developments and even whole lakes or special sections of shoreline should be encouraged as the best means to achieve orderly development in the future. In fact, it may be desirable to enforce a policy that no communities should be allowed to expand without secondary plans. If these refinements to the planning process are to be carried out locally, a strong planning operation, for both the District and local level, is mandatory.

c) PLAN REVIEW AND PROCESS

While the production of a regional plan is a necessary first step and a major undertaking, it is really only the beginning of a program and must not be considered the only objective. While important, it may not even be the major objective. The traditional view has tended to see a plan as the equivalent of a blueprint and to view its subsequent administration as a routine matter. More recent experience has shown that even after a plan has been adopted there is a continuing major exercise involved with subsequent events. In fact planning as a process may now be more important than planning as plan-making. This then becomes an integral part of local government administration and should be the guiding principle of which financing, engineering, transportation, recreation, community facilities, and almost all other aspects of local concern are a part. Planning should be the central activity of any local government that is in command of its own affairs.

If so recognized, the requirements of this process are substantial. With rapidly changing events a five year major review of almost any plan is a necessity. With the volume of useful and relevant statistics now becoming available from the five year census there should be an automatic updating of all basic material to coincide, and a revision of all trends, forecasts and projections on which the plan is based. Population, employment, space requirements for permanent and seasonal activities, and the demand for services all now need reviewing at these five year intervals. A monitoring process to maintain the adequacy of public works ahead of demand is essential if these are to be provided economically. In past years the provision of such works has tended to occur as a response to development demands. This situation is now too costly to be tolerated and services are viewed as being prerequisite to development and not simply for coping with subsequent problems. The problems of pollution and the cost of rectifying these have taught an expensive lesson in this regard.

If the process is to continue to be effective, and to enjoy public support, there must also be a speedy method to deal with applications to develop and to give clear and just reasons for permission or refusal. This necessitates a locally active planning administration with a proper understanding of the process and an awareness to ensure not only that proper approvals be given, but also that the proper enforcement is undertaken where zoning, building and other implementing bylaws are concerned.

d) CO-ORDINATION ASPECTS

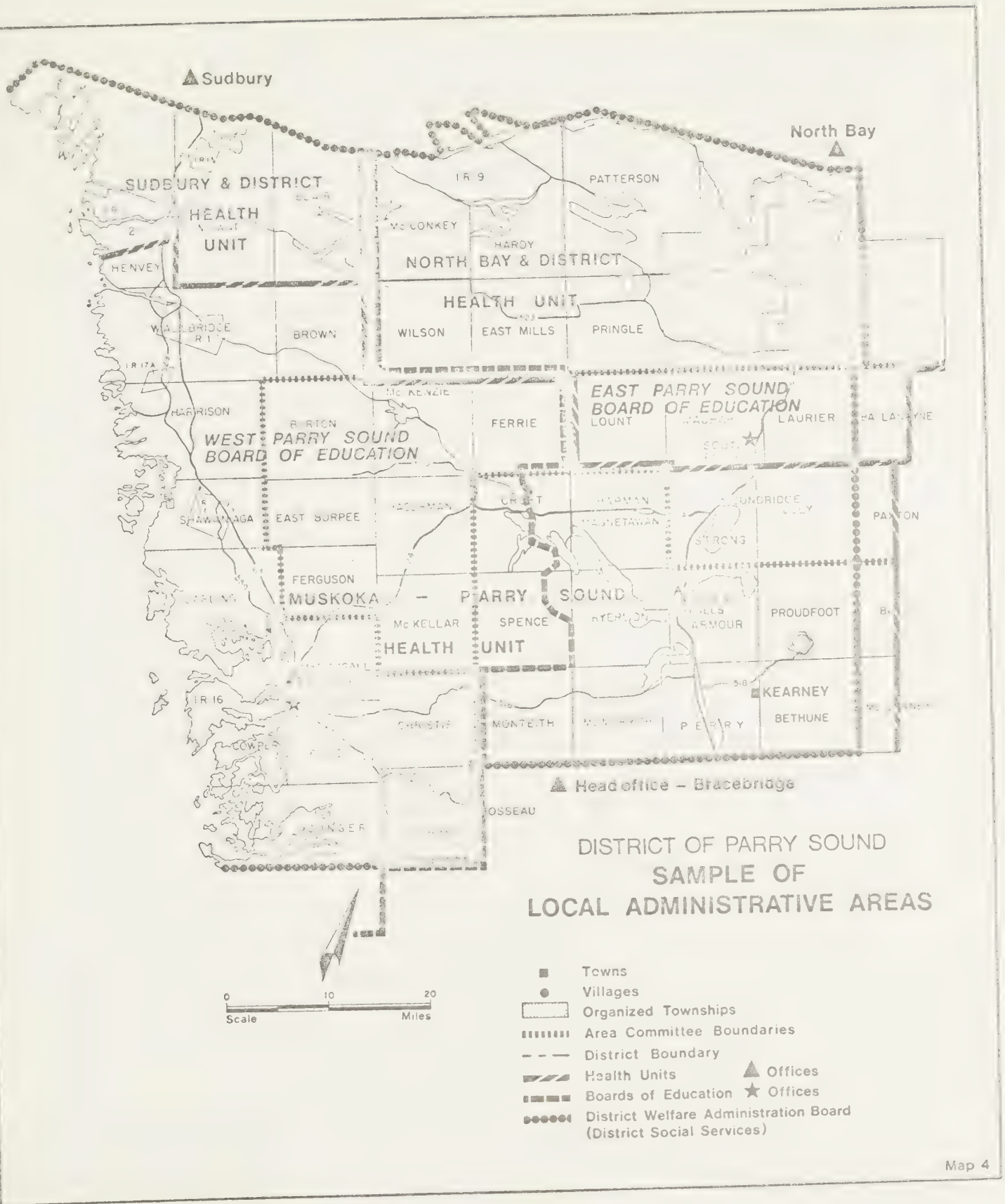
In the course of compiling this paper, numerous complaints were raised in respect of the lack of co-ordination among the provincial ministries in the location of administrative areas and offices and, more seriously, in policy and objectives. This situation causes difficulty in communication



MAP 3 SAMPLE OF PROVINCIAL ADMINISTRATIVE DISTRICTS IN PARRY SOUND SCALE: 1" = 20 MILES E.O. 74741

- MINISTRY OF TRANSPORTATION AND COMMUNICATIONS DISTRICTS * DISTRICT OFFICES
- MINISTRY OF NATURAL RESOURCES DISTRICTS □ DISTRICT OFFICES
- MINISTRY OF INDUSTRY AND TOURISM DISTRICTS ○ TRAVEL ASSOCIATION OFFICES
- ONTARIO PROVINCIAL POLICE DETACHMENTS ▲ DETACHMENT OFFICES

Source: MINISTRY OF TREASURY, ECONOMICS AND INTERGOVERNMENTAL AFFAIRS



between the respective offices as well as frustration and confusion to the local citizen who is in contact with these agencies. For example, the District Office of the Ministry of the Environment in the Parry Sound District is located in North Bay and a local office is located in Parry Sound. There are two regions for the Ministry of Natural Resources in the District, the Northeast and the Algonquin Regions with Regional Offices in Sault Ste. Marie and Huntsville respectively. The two district offices for the Algonquin Region serving the District are in the Town of Parry Sound and near Bracebridge. The Muskoka-Parry Sound Health Unit covers Muskoka and part of the Parry Sound District with the head office located in Bracebridge. Three Ministry of Transportation and Communications Districts split up the Parry Sound District. These examples merely highlight the problems of conflicting boundaries and scatteration of government offices in the District. In fact, in a meeting in Trout Creek it was noted that the only functions which make use of the District boundaries and have District Offices in the town of Parry Sound are the Registry Office, the Land Titles Office and the District Court. The boundaries of some provincial ministry administrative areas and office locations are depicted on Map 3.

Individual ministries seem free to adopt their own policies with little or no co-ordination, and oriented mainly to their own functions. For example, it was found that the Ministry of Industry and Tourism is promoting the establishment of tourist facilities and trailer parks, while the Ministry of Natural Resources prefers to restrain these because of their effects on lakes and rivers. The system of licensing of trailer camps by the Ministry of Industry and Tourism apparently is inadequate to deal with land use considerations, possibly because the Ministry's strict mandate is that of licensing tourist operators generally under free market conditions. The regulations dealing with licensing of tourist establishments are found in Regulation 219, Part I, under the Tourism Act.

Until the Ministry recognizes the need to restrict the number and control the location of these camps directly through the vehicle of its licensing system both for environmental and commercial reasons, it appears that the most effective control over the influx of these popular forms of recreational and tourist accommodation would be in the form of restrictive municipal land use policies. Moreover, the Province could impose another control mechanism by a requirement that camping and trailer parks obtain building permits.

Over the long run, as provincial recreation and tourism planning methodology develops, greater provincial control over licensing in terms of land use and design standards will probably result. However, the problem of inadequate controls already exists and must be dealt with immediately by means of local planning controls and periodic monitoring of the impact of such transient recreation facilities on the environment.

The Ministry of the Environment is approving septic tank installations in areas where it believes development should be prevented on planning grounds. Not being a planning agency it cannot assume responsibility for this. The Ministry of Housing, which could assume responsibility, maintains planning is a local matter. However, as this paper shows, the local structure as presently constituted is only capable of limited planning, and none whatsoever on a District basis. In unorganized territory there is no local structure.

The evolution of co-ordinated provincial planning policies is a difficult and lengthy process because the provincial ministries have been entrenched for so many years. Most ministries whose decisions impinge upon the planning process have recognized the need for some sort of ministerial planning and have accordingly regionalized their administrative offices or initiated a co-ordinative land use planning body. For example, the Ministry of

Natural Resources has a Division of Lands which is charged with the task of formulating broad regional land use plans for the entire province and the Ministry has decentralized. In addition, the Ministries of the Environment, and Transportation and Communications have decentralized some administrative functions through their regional offices.

However, these operations deal only with limited ministerial responsibilities and lack the jurisdiction to undertake contingency planning and regional policy priorities. It has become evident to the public and elected officials that the planning function must be all encompassing and play a stronger co-ordinative role in provincial policy formulation.

When inter-ministerial policy conflicts arise, local municipalities and individual citizens are often left confused and frustrated by the delays created by these unresolved conflicts and policy vacuums. For example, there is an absence of provincial policy guidelines regarding the nature and density of development along watercourses and highways, except insofar as private water and sewage facilities are involved. Moreover, there is a growing dissatisfaction in the planning field over engineering solutions to planning problems, which are often used by default due to the lack of socio-economic policies and the use of urban Southern Ontario standards where they are not really applicable. Very simply, a coherent set of provincial policy guidelines would help generate mutual confidence and agreement between the Province and the municipalities and the private sector in the District.

As far as policy and objectives are concerned there is a conspicuous lack of any provincial viewpoint regarding the future of the District. The Regional Planning Branch of the Ministry of Treasury, Economics & Intergovernmental Affairs is charged with making recommendations for North-eastern Ontario under the Design for Development Program but has so far published little in this regard. Their role is by no means clear and until their Phase II report, on policy recommendations, is made public, evaluation of their relationship would be merely speculative.

Some inroads are being made into the entrenched provincial ministerial structure. Inter-ministerial task forces and committees serve to ensure inter-ministry co-ordination on a short-term "project" basis. However, because of the ongoing nature of the planning process, co-ordination for regional planning may require a formalized body which can operate on a long-term basis. In this regard, the Regional Planning Branch may have the potential to resolve many of the policy vacuums, conflicts and overlaps in order to assist local planning. At present, this Branch lacks sufficient means of implementing broad regional strategies although it has a relatively small budget allocated by Management Board to implement regional planning priorities which are not met by the other ministries on a piecemeal basis.

It appears that a gradual reorientation of thinking is occurring in other "line" ministries, partially through the influence of the provincial regional planning concepts. For instance, the rigid projected demand-volume engineering approach to highway development is being replaced by one focussing on essential social, economic and environmental needs of a particular region which are articulated by the regional planners.

Unless much greater co-ordination and co-operation among the ministries in regard to regional planning is forthcoming, the severe credibility problem faced by provincial planners will worsen and consequently the success of the planning program for the District will be jeopardized.

It is not the purpose here to criticize. Each ministry does an increasingly effective job in its own field. However, in the absence of overall objectives with no one agency charged with the responsibility of co-ordination it is inevitable that conflicts arise. The surprising thing is that there are not worse conflicts and the voluntary liaison groups that have sprung up in search of something better attest to the recognition by the various staffs that the situation demands improvement.

It is apparent from local meetings, briefs and other communication that the Parry Sound Study Group has achieved a significant improvement in terms of co-ordination of provincial objectives in the Parry Sound District in the short time it has been in operation by means of voluntary liaison. However, voluntary liaisons are not enough. The only satisfactory answer is a competent provincial planning agency, whose objectives are recognized by provincial jurisdictions and local agencies alike. Such a planning agency could only function satisfactorily if there were an appropriate local structure to support it.

e) DELEGATION OF MINISTER'S PLANNING POWERS

If the operation of a competent regional and local planning agency (or agencies) is considered a major objective of the Local Government Study, one of the associated goals would surely be to increase local autonomy. In the first place, this could expedite the provision of local services (e.g. water supply, sewage disposal, garbage disposal, snow removal, local road maintenance, fire protection, etc.). In the second place it could ease the burden of red tape in the approval process for legitimate development applications. It has been demonstrated in several places in this paper that provincial involvement in local planning and administration is often inadequate and frustrating because of difficulties of communication, the distances involved and the lack of manpower.

Under Section 44b of The Planning Act, the Minister may delegate, under any conditions he imposes, any of his powers of authority. While this may be clearly desirable to expedite the planning process, it is quite evident that such delegation would only happen if there were an appropriate local structure and a competent local planning operation.

f) PUBLIC PARTICIPATION

Any adequate planning program must include a properly conceived and widely accepted program of public participation. Such a program would need to include all residents, both seasonal and permanent, in fact all taxpayers in the process. These programs are not easy to conduct but are a vital necessity if planning is to achieve the necessary public support and respect it deserves.

It was apparent from local meetings and submissions that the Local Government Study has generated public interest in the planning of the District. In addition to this short-term interest, citizens of the District should be given opportunity to participate on a long-term basis in the planning process by means of both formal and informal channels. In the past, too many public participation programs have encouraged formal avenues of public contact such as public meetings and neglected more informal means of information exchange and dialogue. In order to ensure a variety of methods of public involvement in the future planning operation, the Study Group must devote a great deal of attention to setting up continuing public information and participation mechanisms.

g) PLANNING STAFF AND FINANCES

It will be evident from the need for long-term planning identified in this Section, that a permanent planning staff for the District will be mandatory. Any other arrangement for temporary staff such as staff seconded from other offices from time to time or staff recruited on a project basis, would imperil the continuing process upon which we place a major emphasis. The quality of planning is only as good as the staff and funds available.

The form of the planning office will have to be determined in the light of the decision on local government structure but whichever alternative is chosen both the province and the local authorities will be intimately associated for the foreseeable future. In view of this close relationship, and the need to foster it in the interests of a sound planning program every effort should be made to achieve a form involving the participation of staff and funding from both levels. It would probably be difficult for the local authorities to finance and staff an operation themselves and if the province were not included the problem of co-ordination would be much more difficult.

The recent proposal for the formation of a Municipal Advisory Committee for Northeastern Ontario, presented by the Minister of Treasury, Economics and Intergovernmental Affairs, on June 28th, 1974, should be considered especially opportune in this regard. While it has still to be discussed locally it offers considerable scope for local/provincial planning liaison which must bear upon planning considerations at the local level. Since the proposal is new it has not been fully evaluated here, but its relevance cannot be overemphasized.

h) STRONG LOCAL GOVERNMENT AND LONG RANGE PLANNING

It is evident from this paper that if there is to be any likelihood of the planning requirements being met by local organizations, major changes in the municipal structure will be required. The question that needs to be discussed now is not whether restructuring will take place, but how.

The urgency of the need for long range planning in the District is recognized by a substantial number of residents, taxpayers and officials. This general consensus was apparent from the local meetings and submissions and discussions with officials. The form of the planning and its supporting structure must be determined in relation to municipal reorganization.

Unless the planning and administration are to be carried almost entirely at the provincial level it is necessary that there be strong local units of government capable of sustaining the staff, budgets, decision making and consequences of what is a complex and sophisticated process.

APPENDIX A

TERMS OF REFERENCE FOR THE DISTRICT OF PARRY SOUND LOCAL GOVERNMENT STUDY

STUDY AREA

All of the District of Parry Sound and these portions of the District of Nipissing: the Township of Chisholm and the geographic townships of Ballantyne, Paxton, Butt and McCraney.

STUDY OBJECTIVES

1. To recommend to the Treasurer of Ontario, changes in the local government system in the Study Area that may be necessary to enable local needs and objectives to be met.
2. To recommend to the Treasurer of Ontario, planning organization, strategies and programs for refinement, adoption and implementation by local government and Provincial ministries and agencies with jurisdiction in the Study Area.
3. To ensure that the opinions of municipal councils and residents are discussed and are taken into account in future decisions made on local government organization and planning in the Study Area.

STUDY ORGANIZATION

Area Committees composed of representatives of municipalities and permanent residents of the unorganized territory in the Study Area.

Responsible for

- discussions with and advising the Study Group on the conduct and results of the Study Activities (listed below);

- holding discussions and public meetings with local boards, groups, associations and residents;
- making recommendations (through their chairmen) to the District Municipal Advisory Committee.

District Municipal Advisory Committee composed of the chairman of each of the Area Committees.

Responsible for

- making recommendations to the Study Group on local government reorganization and planning, based on the advice and assistance of the Area Committees and the Study Group;
- meeting with representatives of intermunicipal bodies, Provincial ministries and agencies and associations whose jurisdiction or interest covers more than one Area Committee's jurisdiction;
- meeting with municipalities adjacent to the Study Area;
- discussing issues, problems or opinions arising during the course of the Study with the Study Group and, on major issues with the Parliamentary Assistant to the Treasurer.

Study Group composed of Provincial Civil Servants.

Responsible for

- providing information, technical advice and administrative support to the Area Committees and the District Municipal Advisory Committee;
- ensuring that local and Area Committee opinions are correctly reflected in Study publications and draft reports;
- ensuring that Provincial objectives, policies and requirements with respect to local government reform and planning are correctly reflected in Study publications and draft reports.

Provincial Liaison Committee composed of representatives from Provincial ministries and agencies.

Responsible for

- assisting the Study Group where appropriate with the Study activities;
- maintaining inter-ministerial liaison on programs and policies affecting the Study Area.

STUDY ACTIVITIES

To accomplish the Study objectives, the Study Group will be responsible for undertaking the following activities, with the advice and assistance of the Area Committees, District Municipal Advisory Committee and Provincial Liaison Committee.

Liaison and Consultation

- with municipal councils, boards, groups and associations, individually and through the Area Committees and the District Municipal Advisory Committee;
- with the general public, through a public information and participation program, including public meetings, publications, newsletters and the local media;
- with Provincial ministries and agencies, individually and through the Provincial Liaison Committee

Review and Report on Local Government

- the structure, organization, financing, methods of operation, functions and responsibilities of all the municipalities and local and inter-municipal special-purpose bodies;
- the characteristics and administration of local services in all unorganized territory;

- the effects of present and anticipated future programs, projects and policies of the Governments of Ontario and Canada upon the responsibilities and resources of local government;
- trends and problems of concern to local councils and residents of the District, related to the above and other topics.

Review and Report on Planning

- collection of published data, reports and publications;
- mapping from various data sources, especially base and land use mapping for future planning program;
- general surveys and analyses of physical, economic and social characteristics and issues;
- detailed surveys and analyses of particular areas, trends or problems, with assistance from Area Committees and consultants where appropriate;
- liaison with the regional planning program for the Northeastern Ontario Planning Region, strategic land use planning being undertaken by the Ministry of Natural Resources, and other related planning programs and policies.

APPENDIX B

STUDY OUTLINE

a) LAND USE IN THE DISTRICT

- urban, agricultural, resource and recreational land use - analysis of patterns and trends, especially of land subdivision activity
- analysis of environmental problems (e.g. physical constraints on development, inadequate septic systems, water pollution, solid waste disposal, etc.)
- emphasis on land use problems in urban centres, lakes and Georgian Bay Shoreline.

b) LAND USE PLANNING - ORGANIZATION AND POLICIES

(i) Municipal

- present planning activity (O.P.'s, zoning, planning areas)
- present municipal system (structure, staff)
- analysis of municipal capacity to undertake planning and its implementation (e.g. building and other by-law enforcement)
- analysis of effects of neighbouring municipalities' programs (esp. Muskoka District and North Bay)

(ii) Provincial

- for main agencies and program (T.E.I.G.A., Housing, M.N.R., M.T.C.):
- analysis of impact on local municipalities of policies and procedures

- special analysis, of impact on the District of M.N.R. Strategic Land Use Plan, the Ministry of Housing and the Regional Planning Program (Northeastern Ontario)

(iii) The District of Parry Sound Local Government Study

- analysis of planning work to date
- recommendations on its role in District planning

c) PLANNING POLICIES - NEEDS

(i) Need for development guidelines and controls

- in what areas? (identify development "hot spots", outdated zoning by-laws, areas of local concern, etc.)
- methods of establishing, administering and enforcing (Minister's orders, municipal zoning, etc.) - analysis and recommendations

(ii) Need for more general Planning Policies

- identify priority areas or issues for future studies
- lake and shoreline development (examples)
- urban centres (examples)
- District-wide socio-economic planning

a) PLANNING ORGANIZATION - FUTURE ALTERNATIVES

Given various assumptions of municipal organization

- status quo
- larger local units
- two-tier District municipal system

(i) What are the possible alternative forms of planning organization?

- local planning only
- District level municipal planning (joint planning council, joint planning board)
- direct Provincial Planning
- combination of these

(ii) How would planning programs be funded?

- by municipal contributions
- Provincial grants alone

(iii) How would planning programs be staffed?

- District planning office - municipal employees
- District planning advisors - Provincial employees
- consultants
- combination of these

MUNICIPAL PLANNING CONSULTANTS



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